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ABSTRACT

Prepared by the Instructional Assignment Review Committee in response to a legislative mandate to conduct a "comprehensive review of all aspects of instructional assignments" in the Colleges of Applied Arts and Technology in Ontario, this report analyzes historical trends and patterns, reviews faculty and administrator perceptions of assignment concerns, and offers recommendations. Following a summary of major study results, the report covers: (1) the research design; (2) the history of collective bargaining in the colleges; (3) contract administration and instructional assignment dispute resolution; (4) trends in enrollment and funding; (5) patterns of instructional assignment; (6) instructional assignment procedures and faculty perceptions of institutional assignment; (7) administrators' perceptions and concerns; (8) pressures related to funding and enrollment, efficiency gains, class size, teaching modes, clinical and field supervision, faculty-student ratios, and budgetary implications of class size limits; (9) educational quality; (10) equity; (11) comparisons with other jurisdictions; (12) bargaining structures and relationships; and (13) recommendations regarding finances, college organization and management, and collective bargaining. Finally, a bibliography and longitudinal data on enrollments, finances, class size, and assignments are provided. (LAL)

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SURVIVAL OR EXCELLENCE?

A Study of Instructional Assignment in Ontario Colleges of Applied Arts and Technology

Report of the Instructional Assignment Review Committee

Michael L. Skolnik, Chairman
William A. Marcotte
Brian Sharples

July, 1985

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July 12, 1985

The Hon. Gregory Sorbara
Minister of Colleges and Universities
101 Bloor Street West
Toronto, Ontario

Dear Mr. Sorbara:

Letter of Transmittal - Report of the
Instructional Assignment Review Committee

Attached is the Report of the Instructional Assignment Review Committee. The Committee was established by an Act of the Legislative Assembly of Ontario (S.O., 1984, c.4) in November, 1984, to conduct "a comprehensive review of all aspects of instructional assignments" in the Colleges of Applied Arts and Technology, and to submit its report and recommendations to the Minister of Colleges and Universities.

This letter is to notify you formally that we have completed the task proscribed in the Legislation, including the consultation with parties "who the Committee is satisfied have an interest in instructional assignments in the colleges".

We should like to draw your attention to the significance of the title which we have given the report. The juxtaposition of the words "Survival" and "Excellence" before a question mark is intended to indicate the disparate views of current instructional assignment patterns and practices held by faculty and senior administrators in the colleges. Faculty believe that instructional assignments are in many cases excessive or unreasonable. The result of such assignments, in their view, is that faculty efforts must then be directed towards "mere survival", with the consequence that the quality of education has deteriorated. Laterally, we found faculty morale to be alarmingly low. Senior administrators, on the other hand, believe that excessive or unreasonable assignments are the exception, and that the ensuing quality of education is sound, if not excellent. We could not reconcile these conflicting viewpoints.

On balance, we concluded that the faculty viewpoint more accurately reflects current realities, and this suggests an additional implication of the title of the report. Those who are responsible for instructional assignments in the colleges are faced with a choice: either to allow the system to stabilize near or at a "survival level" or to redirect their energies toward the achievement of excellence. Our recommendations are intended to establish instructional assignments which will foster the latter.

We should like to acknowledge that this report was produced by a committee in what its members regarded as less than optimal time for such a comprehensive and complex undertaking. As such, we regret the unavoidable inconsistencies in writing style and repetition of particular (but important) points.

We believe that this report provides you and the various interested parties with an adequate base of information and analysis of instructional assignment with which to deal successfully with the important challenges identified in the report. As we note in the report, the problems of instructional assignment are both pervasive and longstanding. Turning the situation around will require concerted immediate and long-term strategies. Through our recommendations we have attempted to provide some direction with which to begin this difficult task.

While our report necessarily focusses on problems with respect to instructional assignment, we detected a reservoir of good will and hopefulness which may serve as a foundation for addressing these problems. To that end, we were requested in every college to urge you to make the report available to the college community. We conclude, therefore, by conveying to you the wish of nearly everyone with whom we spoke that this report be widely disseminated within a reasonable time frame.

Respectfully submitted,

The Instructional Assignment Review Committee:

Michael L. Skolnik, Chairman

William A. Marcotte

Brian Sharples

Faculty here used to take professional pride in their work and feel that they were doing something that was valuable. Now they're just trying to survive."

- *A Teaching Master in a College of Applied Arts and Technology*

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Mandate of the Committee

The Instructional Assignment Review Committee was established by an Act of the Legislative Assembly of Ontario; specifically, "An Act respecting a Labour Dispute between the Ontario Public Service Employees Union and the Ontario Council of Regents for Colleges of Applied Arts and Technology and the Boards of Governors of Colleges of Applied Arts and Technology" (S.O., 1984, c.4). Section 10(4) states that "the Committee shall conduct a comprehensive review of all aspects of instructional assignments in the colleges of applied arts and technology". Section 10(5) states that "as part of its review", the Committee shall consult with parties "who the committee is satisfied have an interest in instructional assignments in the colleges". A number of such parties are named in the section, including the Council of Regents, boards of governors, the Ontario Public Service Employees Union, students, and parents of such students.

Faced with such broad terms of reference, the Committee was forced to address both content and process questions. Of the former the most important was to develop a working definition of the phrase, "comprehensive review of all aspects of instructional assignments." Regarding the latter, the committee noted the act's emphasis upon "consultation," and had to determine with whom we would consult, as well as our procedures for consultation. The ability of the committee to deal with both content and process issues was limited by our time constraint. While the legislation was proclaimed on November 9, 1984, the committee members were not appointed until March 1, 1985.

The committee searched in vain for an acceptable definition of instructional assignment which could guide the work. After an examination of the major relevant issues, the committee opted for a broad definition of instructional assignment. The committee determined that it would be most useful for its task "the nature and magnitude of tasks which are assigned to, expected of, or necessary for college faculty to carry out their responsibilities, as well as the procedures and mechanisms by which such assignments are made and disputes about assignments are resolved." The committee determined also that an examination of critical factors affecting instructional assignment and the consequences of alternative assignment patterns and practices should be an essential part of our review. The former was deemed to include such factors as funding; college organization, administration and leadership style, collective bargaining and contract administration; and trends in, and composition of, enrolment. The latter was deemed to include consideration of the implications of different assignment procedures and patterns for student learning, quality of education, and quality of working life. The committee felt also that examination of instructional assignment in other institutions and jurisdictions would be a valuable part of our studies, although what could be done in this respect was limited by time and resource constraints.

Regarding consultation, the committee viewed faculty and administrators in the colleges as the most important individuals to be consulted. So far as the groups which are named in the act,

the committee invited the following to meet with it and/or make input: the Council of Regents, the Ontario Public Service Employees Union, the Committee of Governors, and the province-wide associations representing students. We were unable to determine a truly effective way of accessing parents but felt that our public invitations for input carried in all major newspapers in Ontario would provide sufficient opportunity for parents, among others, to make input. In fact, a few letters from parents were received. The committee felt also that a particularly important body which was not named explicitly in the act was the Committee of Presidents of the Colleges of Applied Arts and Technology, and we met once with the full Committee and once with a subcommittee named by the presidents.

Acknowledgments

In general, the committee received most cooperative responses and assistance from the organizations and individuals whose input we sought. We have noted already the cooperation which we received from the Committee of Presidents, and we should like to thank the presidents and their staff for arranging our visits to all of the colleges despite stringent time constraints. We appreciate also the meeting which we had with the chairman of the Council of Regents and a subcommittee of the council. Students responded enthusiastically, and we should like to thank especially the Ontario Committee of Student Council Presidents for hosting the chairman at a meeting in Niagara Falls, and the Ontario Federation of Students for its very thoughtful and comprehensive brief. We were able to meet with members of college boards of governors in some colleges, and we appreciate the time which governors spent with us.

Staff of the Ministry of Colleges and Universities, particularly Dr. Brian Wolfe, were of great assistance to us in obtaining data and doing specially requested computer runs, often on very short notice. Though we frequently grumbled that it was not fast enough, we appreciate the assistance provided by officials of the ministry with respect to office accommodations and processing invoices, the latter particularly important in view of our travel schedules. We appreciate also the freedom we were given to do our job the way we saw fit.

We were not successful in obtaining access to, or input from, the central office of the Ontario Public Service Employees Union or its relevant provincial committees. The formal boycott by the Ontario Public Service Employees' Union of the Instructional Assignment Review Committee, was a limiting factor in our research and a source of personal concern for the committee members. The boycott, of which we did not fully appreciate the nature and extent when we accepted our appointments, evoked mixed reactions in us. On the one hand, from a research perspective, we regretted not having access to such a knowledgeable group of interested parties. On the other hand, we came to understand the principle underlying the boycott, and as supporters of the collective bargaining process, we appreciate that principle and respect a stand on principle, even when it might have been more pragmatic for the union to provide input to us. We were able to meet with local union executives in several colleges, we found these meetings informative and helpful, and we should like to thank those executives for meeting with us. At the same time, we do not kid ourselves that meeting with several local union executives was an effective substitute for access to the provincial CAAT academic division representatives and all local union executives.

The next group which we would like to thank are the college administrators, from chairmen to presidents. These individuals gave generously of their time and enabled us to get an appreciation of instructional assignment from an administrator's perspective, one important element in the puzzle which we were trying to put together.

The other side of that puzzle involved gaining input from faculty (including coordinators) on their perceptions and experience regarding instructional assignment. As faculty are the people

most directly affected by instructional assignment procedures, practices, and patterns, we considered our interviews with them as the most important component of our research program. Our program was designed in such a way as to enable us to talk with nearly a thousand faculty across the province, and we encouraged others whom we could not reach in person to write to us. We received about 60 letters and briefs from individuals, groups, and faculty associations and we made a point of answering all briefs and letters. Also, numerous faculty members visited us in our spartan office at the top of an elegant staircase. As it turned out, we actually talked to about two-thirds of the faculty whom we invited to meet with us. One factor which reduced our contact with them was time. Our meetings necessarily had to be arranged on relatively short notice, and we did not have much flexibility in scheduling. Moreover, it was necessary for us to schedule our meetings at what was for many colleges the busiest time of one of the busiest spring terms in years. The factor which limited turn-outs at meetings most, however, was undoubtedly the union boycott. We appreciate the conflict many faculty felt over the decision to meet with us. We are grateful to those who chose to meet with us, and we fully respect the decisions of those who chose not to. The faculty with whom we met were articulate, informative, and candid in relating their experiences, perceptions, and observations. They provided a wealth of useful information, and without them we would not have been able to produce our report. We are greatly indebted to them.

Finally, we wish to acknowledge the extraordinary contributions of our staff. Within a very short period of time, we were able to assemble a smoothly functioning and congenial team which made a difficult task bearable, and at times even enjoyable. Our sincere thanks go to Donna Papayanis for her valuable assistance with administration and to the Ministry of Colleges and Universities for making her time available. We received splendid research support from two doctoral students in the Higher Education Group of the Ontario Institute for Studies in Education, Peter Stokes and Paul Wilson. This was the sort of committee which sent a research assistant to British Columbia in May while the committee members attended to more tedious work (but Paul informed us that it rained). Among the valuable work which Peter did for us was an analysis of instructional assignment at Ryerson Polytechnical Institute (and we should also like to thank the people at Ryerson who cooperated so generously). We appreciate the work of Saeed Quazi and Noemi Selinger for the college enrolment projection which they did for us (on short notice), and OISE and Queen's University for seconding two members of the committee. It is difficult to mount a research program without a research director, and we were fortunate to have an outstanding one, Mr. Norman Rowen. Mr. Rowen provided invaluable guidance in designing our research strategy, analysing our data, and preparing our report. We appreciate the dedication and competence with which he served the committee and the long hours which he spent. Finally, words cannot express our gratitude to Mary Lynn Ste. Marie for superbly organizing our office, our visits, and the production of our report. Her unique combination of professionalism, congeniality under pressure, and outstanding administrative-secretarial skills made her a joy to work with and contributed enormously to our ability to complete this awesome project in the very short time we were given.

Summary

This section is intended to serve both as a summary of the report and as a guide to the highlights of the subsequent sections of the report.

Bargaining History

The report begins with a brief summary of the history of collective bargaining between the Council of Regents for the Colleges of Applied Arts and Technology and the Ontario Public Service Employees' Union on behalf of the faculty of the colleges. Referring to the reports of factfinders, we note the poor quality of the bargaining relationship, the protracted conflict over workload issues extending over more than a decade, and the parties' inability to make any significant progress in dealing with these issues through bilateral negotiations. Virtually every third party has identified problems in the bargaining structure arising from the ambiguity as to who the employer actually is and from the diversity of colleges and programs across the system. Factfinders have also expressed concern that the responsibility for negotiating the collective agreement has been separated from that of administering it.

Contract Administration and Dispute Resolution

This section identifies a number of problems with respect to contract language and mechanisms for contract administration and dispute resolution. Some of these are simply matters of lack of definition of such important terms as teaching hour. More significantly, it is noted that the contract contains explicit parameters for only a limited number of salient workload variables: weekly teaching hours, annual teaching hours, and annual contact days. Other factors affecting workload are treated in article 4.02 of the contract, but it is not entirely clear just how these factors are to be considered in making instructional assignments, or if it is possible to file grievances about them let alone how grievances about them shall be arbitrated.

Article 4 places substantial responsibility for the effectiveness of the instructional assignment process upon College Instructional Assignment Committees. However, the authors of this report found that the CIACs frequently fail to perform in the manner stipulated in the contract and are not particularly effective in resolving instructional assignment problems. Given the conflicting interpretation of article 4.02(c) by arbitrators and the considerable length of time taken to settle grievances, it is apparent that the dispute resolution mechanisms are not working effectively. The committee concludes further that the present contract provisions with respect to instructional assignment are insufficiently clear or complete to address the major problems we identified in instructional assignment.

Enrolment and Funding Trends

The committee was told by many of the faculty and chairmen whom we interviewed that, in addition to deficiencies in procedures, enrolment growth and funding decline have been responsible for workload problems. For that reason, the committee undertook a brief examination of enrolment and funding trends. We found that enrolment in provincially funded programs increased by nearly 50 per cent between 1978/79 and 1983/84, and that real provincial operating grants per student funding unit decreased by 33 per cent over this period. Federal funding per student has remained approximately constant in real terms, as has enrolment in federally funded programs. Overall, the colleges have experienced approximately a 20 per cent reduction in total real expenditures per student funding unit between 1978/79 and 1982/83.

Patterns of Instructional Assignment

Turning to actual patterns of assignment, the committee discovered that the number of teaching hours assigned to faculty has been increasing, to the point where the vast majority of faculty are assigned to within one hour of the weekly maxima that are stipulated in the contract. Perhaps even more significantly, there is little variation in weekly assigned hours with respect to subject area, teaching mode, background of teachers, or any of the factors listed in article 4.02(c). The committee found this lack of variation problematic, because our interpretation of the contract suggests that assigned hours should vary in relation to the 4.02(c) factors.

The lack of variation in assigned hours in relation to the 4.02(a) factors is a finding which merits some elaboration. We can think of at least two ways of taking into account factors such as class size in making instructional assignments. One way is to have contractual limits on class size, as is done in many jurisdictions. Another way is to require that administrators consider class size in determining how many hours to assign to different faculty, as this seems to be the underlying logic of the CAAT agreement. The latter is perhaps the more difficult approach because of the judgment it requires. Our impression is that the spirit of article 4 is not being complied with, and this has been a source of much frustration and concern on the part of faculty. We hasten to add that we are not alleging that the letter of article 4 is being widely violated, because the intent of the article is ambiguous, as has been noted frequently by arbitrators.

The data which we could obtain, or construct, on annual assigned hours is of less reliability than that on weekly hours. It indicates that system-wide means for each category of faculty are within 10 per cent of the annual contract maxima though the disaggregated data show wide variations. Even with the limitations of the data that we could obtain on annual assigned hours, we were left to wonder if the differences among faculty with respect to annual hours assigned bear any relation to the actual variation in time required for different teaching situations, or if these differences in annual hours are not largely capricious.

Some evidence of the time required, or at least employed, in different teaching situations is provided by the two surveys conducted by the Employee/Employer Relations Committee. We have a number of concerns about the reliability of this data, and we suggest that substantial improvements are needed in the quality and comprehensiveness of data collection pertaining to instructional assignment. These surveys do show that group 1 faculty tend to spend more time on

preparation and evaluation than do group 2 faculty, but our studies suggested that the variation within each of these groups is likely greater than the variation between the groups. Unfortunately, we could not tabulate within-group differences from the survey data. Finally, we discuss evidence with respect to a number of additional factors which have an impact upon instructional assignment.

Faculty Perceptions

Recognizing the limitations of available data, we made substantial efforts to interview faculty, administrators, and students, and to collect additional data from them. Our report devotes separate sections to the perceptions of faculty and of administrators. We found it more useful to summarize student perceptions in our discussions of specific issues to which they applied, particularly in the section, Educational Quality.

There was a high level of consistency among the views of the nearly 600 faculty with whom the committee spoke, and about half the chairmen interviewed concurred with faculty. Faculty perceived that the colleges are managed along the lines of an industrial (some said military) production model with administrators being preoccupied with pecuniary efficiency and maximizing enrolment. Academic considerations were perceived to play a quite secondary role in the process of instructional assignment. Faculty felt that their efforts were not appreciated and that their expertise and judgment pertaining to educational matters were not respected, with the result that faculty had low morale and were cynical about the colleges' genuine commitment to high quality education.

Of particular concern to faculty was the lack of consultation with them on major academic policy decisions. In many colleges, faculty cited the decisions made by administrators a few years ago to reduce course hours-- without any consultation with faculty--as an example of the blatant disregard for the faculty's professionalism and their legitimate interests in the education of their students.

Faculty feel that their workloads are determined by the arbitrary decisions of administrators, and that the collective agreement provides them little protection against excessive or unreasonable workloads. Many believe that their workloads are, in fact, excessive, and nearly all faculty worry that their workloads will be increased beyond reasonable limits and feel powerless to prevent such increases. They believe that administrators have no appreciation of the effort that is required in relation to factors which are not quantified in the collective agreement: class sizes, preparation and evaluation of students, student contact outside of class, field supervision, liaison with industry, maintenance of equipment, overcrowding of classrooms and labs, curriculum review, adaptation to new technology, etc. It would appear that the reluctance of administration to recognize the time required for teaching-related activities is the most frustrating issue for faculty in the whole matter of instructional assignment.

Many of the concerns expressed by faculty are about the manner in which the colleges are managed: the industrial production model employed by most, if not all, colleges; the lack of consultation; the insensitivity to factors which are not quantified; and what faculty view as a clear lack of educational leadership on the part of administration. Our impression is that most faculty

were willing to tolerate these deficiencies until the substantial increases in enrolment and declines in real funding of the late 1970s and early 1980s resulted in excessive workload pressures for large numbers of faculty and thus made the weaknesses of educational leadership harder to bear.

Faculty now believe that the colleges are seriously underfunded for the number of students which their institutions accept (and recruit). They are perplexed as to why administrators have not brought the dire financial condition of the colleges to the attention of the government and the public. Indeed, few things could inspire faculty confidence in administration more than a public statement by administrators that the colleges are underfunded and that faculty have been shouldering a workload burden which merits considerable public appreciation.

In short, we have the impression that many faculty feel that they have been pushed to the breaking point, and that their professional energies are being devoted merely to surviving. The following quotation from a faculty member perhaps summarizes best the perceptions of many:

> At one time, the people in charge of the system cared about the quality of education. When they became preoccupied with dollars, the chief focus of concern about quality shifted to faculty. Now, faculty are just too busy trying to survive, so that the only people who care about quality any more are the students.

Administration Perceptions

The perceptions of senior administrators, and the other half of the chairmen, were substantially different from those of faculty--so different that the committee found it hard to believe that both groups were experiencing a common reality. Senior administrators did not believe that the colleges were underfunded, that there were any problems with respect to the quality of education, or that excessive or unreasonable workloads were more than rare exceptions.

Senior administrators acknowledged, however, that there were numerous inequities in instructional assignment. They believed that some faculty who have large lecture classes in more academic subjects should be teaching fewer than 20 hours per week, possibly as few as 12 or 15 hours. When asked why they didn't reduce the teaching hours for such faculty, senior administrators responded that such reductions would not be appropriate unless they could also increase the teaching hours for those who were teaching fewer than an optimal number of hours (especially those teaching trades subjects).

Senior administrators acknowledged also that there were inequities in that some faculty were assigned during May and June (not only group 2 faculty, but also post-secondary faculty in non-semestered and cooperative programs or in programs which have a summer session), while others have professional and curriculum development time during this period. They noted that faculty in nursing programs which are spread over three years have blocks of time for professional and curriculum development, while those in two or two-and-one-half year programs generally do not. When we asked what determines the length of a nursing program, we were told that availability of funds was a principal determinant. While senior administrators identified funding as problem in particular cases, such as the one just cited, they believed that the collective agreement was more of a constraint on their actions than was the availability of funds.

With respect to the question of whether workloads for many faculty have become unreasonable or excessive, senior administrators referred to the difficulty in determining an

appropriate standard for judging what was a reasonable or excessive workload. They suggested that, in most cases, current assignments could be deemed excessive only by comparison with assignments in earlier years, which they viewed as inappropriately light. Thus, while it was acknowledged that workloads have generally increased in recent years, it was suggested that the workload level of earlier years is an inappropriate standard of reference.

Insofar as increase in class size has been one of the principal changes in factors affecting workload, senior administrators suggested that changing to different teaching modes and practices would enable faculty to accommodate larger classes effectively. We were told that faculty were insufficiently flexible in adopting newer teaching strategies, and that if they experienced problems as a result of increased class size, such problems persisted only because faculty refused to change their expectations and practices. When we asked what these newer teaching strategies were and what the evidence was of their effectiveness, we rarely were given any evidence that administrators provided leadership to faculty in the adoption of new teaching strategies. In a later section of the report, the committee cites the literature on non-traditional teaching strategies which casts considerable doubt on the premise that such approaches can ameliorate the pressure of student numbers.

The Pressure of Numbers, Funding, and Efficiency

Because of the apparent relationship of increased enrolment and reduced funding to workload, the report includes a section on the pressure of numbers, funding, and efficiency. We observe that parallel to a one-third reduction in real provincial operating grants per student funding unit over just five years, the colleges have been under enormous pressure to increase efficiency. In response to these pressures, the colleges have made what seem to us extraordinary gains in efficiency. We question, however, whether perhaps these gains have been achieved at too great a cost in terms of educational quality, faculty and student morale, and institutional vitality. The excessive preoccupation with efficiency, almost to the exclusion of any other social or educational values, may be threatening the viability of the college system. There is need for a more appropriate balance, at the higher levels of decision-making, between the advocacy of efficiency and the advocacy of other values.

The principal mechanism for steering the colleges toward ever greater efficiency is the enrolment-driven formula through which provincial operating funds are distributed among the colleges. The committee discusses the adverse effects of the enrolment competition which this funding formula engenders and calls for replacing or substantially modifying it.

The pressure of numbers is experienced in overcrowding, inappropriately large classes and labs, and excessive loads in the supervision of field placements. Of particular concern in a system which emphasizes the value of hands-on experience is the apparent over-enrolment relative to the number of work stations in numerous practical training facilities.

The committee acknowledges the difficulties in determining the appropriate size for classes and labs in various subjects. However, we cannot agree with the implication in the brief from the Committee of Presidents that class size is not one of the major determinants of workload. The committee believes that faculty have relevant professional expertise and legitimate professional

interest and that they should be consulted about class size and about other quantifiable dimensions of workload, such as number of new and different preparations and number of field placement supervisions. We believe that it is most appropriate for faculty to contribute to decisions on such matters, through collegial decision-making mechanisms and/or collective bargaining.

Educational Quality

The relationship between instructional assignment and quality of education has been a subject of considerable concern to faculty and students, and the committee felt compeled to devote a section of its report to this subject. We have found it very difficult to weigh the various views which we have heard regarding the quality of eduction in the colleges. We find disconcerting, however, the absence of systematic review of program quality in Ontario colleges, and we are tempted to regard the lack of sustained data collection on program quality as an unobtrusive indicator of quality.

Senior administrators and faculty alike have suggested that neither group has sufficient time to undertake systematic review of program quality. We submit that workloads which do not permit sufficient time for this important activity need to be reduced. At any rate, we believe that the emphasis on analysis of college efficiency, which is so pervasive in the system, needs to be balanced by an equal emphasis on the analysis of educational quality.

The students with whom we met had much to say about their perception of the quality of their courses and programs. They provided many examples which seemed, on the surface at least, to support their statements about deficiencies in quality. Often, they mentioned overcrowded facilities, obsolete or poorly maintained equipment, or insufficient access to or feedback from teachers. Of special concern to students were reductions in course hours, which resulted either in their being expected to cover the same subject matter at too fast a pace or their feeling that they were not getting the career preparation which they expected.

The issue of greatest concern to students was the quality of instruction. They thought their instructors were very competent in their subject fields, but often lacked basic pedagogical skills. This concern was corroborated by complaints we heard from faculty about insufficient time and resources for professional development, to develop and improve teaching skills, and to keep up with changes in technology.

Professional Development

The lack of opportunities for professional development, a major theme of the section on quality, was viewed as a problem particularly by faculty whose teaching assignments extend into 10 months. This includes not just group 2 faculty and most nursing faculty, but increasing numbers of group 1 faculty. At issue is not only the number (and definition) of non-contact days but the scheduling of time for professional (and curriculum) development. In most cases, effective professional development requires a sustained block of non-contact time.

Besides faculty time, professional development in the colleges is limited by inadequate resources for this activity and a lack of planning for professional development. Our impression is that professional development has a very low priority in the colleges, an ironic situation for

labour-intensive organizations which are committed to providing state-of-the-art training in rapidly changing career fields.

Equity

The differences in opportunities for professional development among different groups of faculty is one example of the more general problem of equity in instructional assignment. In this section, the committee considers four alternative concepts of equity and concludes that the best way of viewing equity is in terms of the reasonableness of individual faculty assignments in relation to the time required to carry out various tasks at an acceptable level of performance. Obviously, such a view of equity requires subjective judgments, but we believe that such judgments are both unavoidable and feasible.

In order to make such judgments, administrators and faculty members must communicate with one another, recognize the legitimacy of one another's perceptions, and be willing to accommodate to alternative viewpoints based upon evidence and experience. Sadly, these characteristics are all lacking at present in relations between administration and faculty.

Among the most serious inequities in the system at present are those associated with the distinctions among the group 1, group 2, and nursing categories. The distinction between group 1 and group 2 appears to be based more on source of funds than on the nature of tasks to be performed. Our impression is that some of the teaching done by group 2 technology faculty is quite similar to that done by group 1 technology faculty; e.g., apprenticeship courses using high technology equipment. Furthermore, we fail to understand why faculty in ESL or academic upgrading should be required to teach substantially more hours than those teaching English and basic academic subjects to post-secondary students, who, if anything, are better prepared than ESL and upgrading students. Other anomalies related to these categories are detailed in this section, including the lack of development time for group 2 and nursing faculty and the lack of clear justification for why group 2 and nursing faculty teach substantially more hours per year more than post-secondary faculty.

In short, we find that the present category system has little basis in the realities of the workplace. We suggest that a new category system be developed which provides for different teaching hours and other workload parameters for different program/subject groupings, all based upon the actual differences in time required for the different groups.

One additional aspect of the equity problem should be noted here; that is, the case of new teachers. It appears that new teachers are given full teaching loads, often involving as many as four or five different preparations. This assignment pattern, combined with the very limited training and preparation time given to new teachers, strikes us as an abuse of both new teachers and their students.

Practices in Other Jurisdictions

Within the time allowed, the committee attempted to examine instructional assignment practices and patterns in other jurisdictions. While recognizing the distinguishing features of the Ontario college system, the committee believes that comparisons with other systems are quite

useful, and we encourage the parties to undertake more in-depth studies of other jurisdictions than we had time to do.

Perhaps the most salient finding of our study of the experience of other jurisdictions is that instructional assignment need not be the crippling and contentious issue which it has been in Ontario. We could find no other jurisdiction where instructional assignment issues have been as divisive or as intractable as in Ontario. Colleges elsewhere appear to have agreed upon parameters, procedures, and policies which result in assignments that for the most part appear to be satisfactory to faculty and administration.

There are at least four features which distinguish what seem to us to be the most salutory approaches to dealing with instructional assignment elsewhere (e.g., British Columbia) from those employed in Ontario.

First, in the other jurisdictions which we studied, weekly teaching hours vary much more between different groups of faculty than they do in Ontario. Faculty in some of the areas for which we heard the greatest concern expressed in our interviews--English, social studies, ESL, and remedial courses--generally have no more than 15 hours per week, and in the United States, often no more than 12 hours, compared to 20-22 in Ontario. On the other hand, those teaching trades courses often teach 24 to 28 hours per week. However, trades teachers, like other teachers, are given a block of at least four weeks' professional development to keep pace with changes in technology and trades practice and to maintain contact with industry.

Second, a feature of instructional assignment elsewhere, which we believe merits consideration, is the explicit recognition of the time that all faculty need for professional and curriculum development and program review.

Third, agreements in other jurisdictions frequently quantify additional workload parameters besides teaching hours. Common among these are class size and number of sections. At the end of the Equity section, we present seven principles which the parties might consider for the inclusion of additional provisions in the contract related to a better specification of workload than exists at present.

Fourth, colleges in every other jurisdiction which we examined employ a collegial model, to varying degrees, in making academic policy decisions, including those which have implications for workload. It is our understanding that faculty in colleges which we visited outside of Ontario do not feel the powerlessness with respect to their instructional assignments nor the separation from administrators that characterizes Ontario colleges. We suspect that the collegial involvement of faculty in academic decision-making in places such as Alberta and British Columbia contributes substantially to the apparently higher levels of faculty satisfaction with their assignments in that province than in Ontario. In the Ontario system, the only place where faculty can hope to influence instructional assignment is at the provincial bargaining table, whereas in addition to collegial decision-making, most other jurisdictions employ local bargaining.

Bargaining Structures

The fact that the parties have been unable to resolve instructional assignment issues or apparently even to engage in productive dialogue on them at the bargaining table led us to examine the present structure of bargaining and to consider alternative structures. The numerous problems with the present structure, which factfinders have identified, were outlined in earlier sections of the report. In addition to these problems, we observe in this section that the feedback loop between the negotiations process and the contract administration experience--a critical element in effective collective bargaining--is seriously fragmented within the present structure. We believe also that the diversity of colleges and programs is such that there is a far greater chance that mutually acceptable workload parameters can be devised at the local level rather than at the provincial level. Experience of other jurisdictions, most of which negotiate workload at the local level, and the fact that there are a few successes in local agreement over workload in Ontario colleges, support this assertion. A fuller discussion of the relative strengths and limitations of local and provincial bargaining is found in this section and in the section on recommendations.

Recommendations

The problems in instructional assignment that are identified in this report are both long-standing and pervasive. Instructional assignment in the CAATs is not in a healthy condition. Faculty morale related to instructional assignment is alarmingly low; communication between faculty and administration is poor; the intellectual and physical infrastructure required to sustain effective instruction is run-down; and present conditions and relationships do not facilitate problem-solving.

The committee has presented a number of recommendations which we believe are necessary to address the problems which we have identified. Necessarily some of these recommendations are of a longer term developmental nature while others can be acted upon immediately. We encourage those who have the authority to concentrate in the first instance upon those recommendations which can be effected, with both parties' agreement, through negotiation of the collective agreement; i.e., those recommendations pertaining to the provisions in the collective agreement. At the same time, we hope that those who are in a position to consider the financial, managerial, and other recommendations of a broader nature will give early consideration to embracing these recommendations in principle and take at least initial steps toward their implementation.

Having recorded many observations which are likely to be construed as negative judgments, we should like to end this summary on a positive note. In spite of the low morale, and even cynicism, which characterize faculty attitudes about instructional assignment, we observed, nevertheless, a reservoir of latent goodwill, hopefulness, and commitment among faculty. This reservoir is a valuable and important resource upon which to build, and its perseverance under adverse conditions bodes well for the system. Instructional assignment can be seen to be at the core of the educational process, and the focussing of energy and resources on the restoration of healthy structures and patterns of instructional assignment provides a wonderful opportunity for a renewal of the CAAT system.

Statement of the Research Design

As noted in the Mandate, the committee was requested to "undertake a comprehensive review of all aspects of instructional assignment." Upon consideration of the data sources which were pertinent to this task, we identified the following:

1. two surveys conducted under the auspices of the Employer/Employee Relations Committee (1981/82 and 1983/84);
2. reports of the various third parties to negotiations;
3. arbitration awards, especially those under article 4;
4. Ministry of Colleges and Universities documents, including the cost study (MCU, 1984), history of the funding mechanism, (and later submission of data from the HRIS pilot survey);
5. data to be derived from examination of OCIS and Multi-year Plan Analysis for a range of years;
6. experiences and collective agreements of other jurisdictions; and
7. other literature that could be determined to be relevant.

In addition, and recognizing the limitations of the data sources listed above, the committee felt strongly that its enquiries would not be productive without considerable input from those groups most directly involved; namely, faculty, administrators, and students in the colleges. The committee felt that it would be neither appropriate nor desirable to attempt to gain access to the experiences of these groups and individuals through a large scale survey, for a number of reasons. First, two such surveys had been completed and their findings made available to the parties, neither having apparently been of great assistance in the resolving of the workload issues. Second, given the current climate in the colleges, we assumed that response rates to any survey we might undertake would be less than adequate. Third, constructing an instrument that would be sensitive to the nuances of meaning, that would be similarly understood by all respondents, and that would provide for a sufficient level of detail appeared to the Committee to be an unattainable goal. Fourth, we did not believe that the problems of instructional assignment had been sufficiently well defined so that we would know precisely which questions to include in a mailed survey. We, therefore, considered that, given the nature of the data we sought, it would be best to engage both faculty and administrators in face-to-face discussion. The intent of our sampling was to elicit the perceptions of a broad and representative group, both across the system as well as within each college. The committee deadline had much impact as well, given the need to visit each of the 22 colleges as well as to consult a variety of additional sources of information and opinion. We therefore attempted to schedule several meetings for each of our visits including:

a. an open meeting for all members of the college community;

b. a group meeting with student representatives;

c. a meeting with senior academic administrators;

d. a meeting with the college president;

e. a meeting with the local union executive;

f. a meeting of faculty from across the college, selected at random;

g. meetings with individual faculty from particular programs and/or departments; and

h. meetings with individual chairpersons (or first level assignors) in the same programs or departments as (g).

As previously noted, many local union executives chose not to meet with the committee, though 43 executives did speak to the committee directly. The random faculty meetings were attended by some 293 faculty. Letters were sent to those selected (by the committee, on the basis of seniority lists provided by the colleges) on behalf of the committee though transmitted through the individual college administrations. We are confident from the identification of programs and departments, that those who participated indeed represented an excellent cross-section of their colleges. Approximately two-thirds of such participants were from post-secondary program areas, one-third from retraining.

The majority of program selections were based on the distribution of college activity within the system. For post-secondary activity, we chose 14 of the 15 program areas with the largest full-time enrolments. Including related areas (programs of essentially the same content but with different titles), these account for nearly two-thirds (64.96%) of full-time post-secondary activity across the system, and all are present at no fewer than eight colleges. The ten non-post-secondary areas chosen represent more than three-quarters (84.3%) of system-wide non-post-secondary activity (with "preparatory programs," i.e., BTSD, ESL, and BET/BJRT accounting for half of this activity). One apprenticeship area was specifically included, to avoid the possibility of its exclusion, given random sampling, as were faculty in "service" departments (e.g., English/language studies, social sciences and humanities, mathematics and natural sciences) again to preclude the possibility that their concerns would be left unelaborated by our emphasis on program faculty and administrators.

A further dimension to our sampling of program areas included our determining to cover each program area at more than one college. Each of the 29 areas (including apprenticeship and four service areas) was selected at three colleges based on size--one small, one medium, and one large college--in order to prevent the possibility of college-specific issues in a particular program which might be unrepresentative of program related features of instructional assignment across the system. (It was this element of our sample construction which precluded the fourteenth largest program--representing 1.7% of system activity--from being included in our selections.) We included also a number of programs unique to particular colleges, in order to ascertain what differences might exist in programs of such an atypical nature.

The committee is reasonably confident that we have heard the perceptions of the vast majority of college faculty and administrators. We feel that the variety of the situations of both administrators and faculty with whom we spoke are representative of those in the college system. Administrators, faculty, and students were candid and forthright in their descriptions, assessments, and understandings of issues they perceived to be related to instructional assignments. They appreciated the difficulty of our task and cooperated as fully as they could to inform us about the substance of their concerns.

Our results were, we feel, largely successful though not without some qualification. In total, we spoke with some 565 faculty members in both random meetings and interviews with "program" faculty as well as with 295 administrators. (This does not include any faculty who spoke at the "open meetings" organized at each college). Of these attending "random" faculty meetings (293 in total), we estimate that nearly two-thirds were from post-secondary programs, the remainder from nursing and retraining areas. Of 272 program faculty, 59.6% were group 1 faculty (including 25% from applied arts programs, 11.0% from business programs, 11.4% from technology programs and 12.2% from service departments which are part of different divisions in the various colleges), 21.3% were nursing faculty and the remainder (19.1%) from various retraining programs. In addition, we spoke with 105 chairmen (or first-level administrators of other titles), and 168 more senior academic administrators. We should emphasize, however, that we will not identify those we spoke with or heard from in any way (other than formal briefs and documents) which would allow them to be identified.

Secondary Data Sources

In considering the various data sources that inform our discussion in the subsequent sections, it is necessary to provide a brief overview of the general limitations of each major source and to indicate the scope of our discussion.

Employer/Employee Relations Committee: 1981/82 and 1983/84 Workload Surveys

The two surveys have, to this point in time, been considered the major source of data with respect to workload. Together with the cost study (MCU, 1984), this data constitutes the major "evidence relied on by the parties in support of their positions" (Whitehead, 1984.5). The former was administered in March 1982, the latter in November-December 1983. The 1981/82 survey was distributed to a 25 per cent sample; the 1983/84 to a one-third sample agreed upon by both union and management at each college. The response rates reported (14.72% and 19.81%, respectively) are based on respondents compared to the population. If the sampling rates (25% and 33%, respectively) are applied to the number of faculty surveyed, respondents account for 58.86% and 59.42% of the respective samples. If we assume that the sampling proportions were applied consistently at each college, the actual response rates range from 41.2% (Seneca) to 79.5% (St. Lawrence and Sault) for the 1981/82 survey and 46.2% (George Brown) to 94.1% (Sault) for the 1983/84 survey.

In addition, college administrators completed a survey of related questions (presumably based on faculty averages for similar categories) as part of the 1983/84 data collection. Our

concern in presenting the tables we prepared (which appears in the Appendices) is to discuss within-college and between-college variations that to the best of our knowledge have not been examined. This has, of course presented some difficulty. While individual, case by case data is provided, the number of respondents by college and category (i.e., post-secondary, nursing, and non-post-secondary) vary considerably and, particularly for the latter two groups, the number of respondents at each college is indeed small. While it would have been possible, therefore, to simply avoid comment on these surveys (save for a reiteration of the aggregated data), the committee felt it necessary to examine the data in certain areas, given the importance attached to these surveys as the only systematic data collected from faculty with the cooperation of the union. While we present a variety of tables computed from this data, we have restricted our presentation and discussion and have the following concerns:

(1) The process by which missing data was handled is unavailable, i.e., we do not know on what basis cases were included in the various calculations (though we know that 1981/82 missing data was treated as 0 and included in some calculations and we have recomputed some of this data). As a result, we feel that presenting differences between the two surveys as percentage increases (or decreases) would be less than useful as a focus for comparisons; i.e., this should not be considered as time series data. (2) The face validity of responses to particular items should be questioned. For example, the 1983/84 college survey indicates 51.0 assigned weeks for group 2 faculty at Sir Sanford Fleming; the 1981/82 "minus top and bottom 10% file" (constructed to eliminate extreme responses) indicates an average 11.0 different courses taught at Lambton (possibly based on a generalizable misinterpretation of the questionnaire item, and certainly indicative of the lack of verification of even more "objective" items). (3) Products constructed by using hours per week and weeks per year yield data with "problematic" totals. (This applies to mean annual figures constructed by either product of means or mean of products. No significant differences were found between these procedures.) (4) The "subjective" data reported, e.g., preparation and evaluation, cannot be verified. Numbers of new courses and different preparations are subject to inconsistent interpretation of those survey items. (5) We are concerned about the comparability of data collected at different points in the year (i.e., March for the 1981/82 survey and November-December for the 1983/84 one). (6) Numerous categories of activity (which faculty frequently cite as part and parcel of their workloads) are not included. For example, a report by the Owen Sound Campus Faculty Association (of Georgian College) cites the following omissions: "curriculum development, new lesson planning, equipment maintenance and repair, audio-visual resource preparation" (1985:2). We might add to this list professional development, liaison with employers, recruitment, and placement activities as other items omitted. While we realize that agreement on a way of asking such questions may not have been forthcoming between the parties in the preparation of the instrument, their absence has caused some faculty (and the committee) to question at least the construction of the "total workload" variable as indicative of actual activities. (7) Those who accept the surveys and the other data on face value cannot help but notice the large variations between colleges on any number of measures and for any number of subgroups. While we cannot account for such differences, the reader should ask whether they reflect substantial inequities, vastly different circumstances, or simply inaccuracies in reporting.

Faculty Workload Survey (Human Resource Information System Pilot, Ministry of Colleges and Universities, 1985)

On May 31, 1985 as part of the submission to the committee on behalf of the Committee of Presidents (and the Council of Regents), we were presented with data reporting the results of a survey undertaken and completed by administrators at six colleges. This instrument employed a 20% sample of all faculty (by group, seniority, etc.) at each college and sought information on a range of topics related to each faculty's annual and weekly (for the "snapshot" week) assignments. In addition, "course" data was gathered on programs taught, discipline, instructional and evaluation mode, etc.

The major impediment to the full utilization of this data base is the sample itself, covering only six colleges. As in the E/ERC surveys, disaggregation provides many small subgroups without verification of the data offered. While such problems are Endemic to initial instrument testing, they present the Committee with a basic concern with respect to the data as a whole. We have simply concluded that such data is neither more nor less reliable than that derived by the E/ERC, merely different.

Bargaining History

The first contract between the Council of Regents and the Ontario Public Service Employees' Union covered the period 1971-73. Since then, the parties have been involved in eight separate rounds of contract negotiations including the aborted bargaining over the successor contract to the 1982-84 agreement. Of the nine instances in bargaining, three have required interest arbitration to varying degrees (1971-73, 1973-75, 1981-82); one session was cut short due to restraint legislation (1982-84) and one, the most recent round, ended with back-to-work legislation. Following the 1975/76 contract, negotiations have been protracted, frustrating experiences and have involved extensive third party assistance in the form of fact finding and/or mediation. In short, the parties' ability to use the negotiations process to establish collective agreements over the past ten years is not enviable.

Examination of interest awards, fact finders' reports, and discussions with some representatives of both bargaining parties who had been involved in earlier rounds of contract talks suggest that there are four major factors which have contributed to chronic inability to resolve differences: (1) collective bargaining structure; (2) complexity and diversity of colleges and programs therein; (3) lack of resolution to "nagging and recurrent" workload problems; and (4) the bargaining relationship between the two parties.

Collective Bargaining Structure

Two elements of bargaining structure have been cited by third parties as problematic for bargaining purposes.

First, it has been noted that a framework which calls for the collective agreement to be negotiated centrally but administered locally is inappropriate. Not only does such a structure prohibit particular, unique concerns at the college level from being resolved, but any resultant provisions in a central agreement will lead to varying applications due to the differences which exist both within and among the twenty-two colleges.

Secondly, multiplicity of different groups on the employer side of the bargaining table is a cause for consternation. The Council of Regents is identified as one of the two parties (the union is the other) to the contract. However, the employer is identified as the individual board of governors of each college. That is, the legal employer is not one of the parties to the agreement. Since more on this will be mentioned later in the report, suffice it to say that bifurcation of negotiations/administration and the employer's absence as a party to the contract undoubtedly raises questions concerning the efficacy of the current structure.

Complexity and Diversity of Colleges

The college system is more aptly viewed as a system of 22 independent, idiosyncratic institutions. Virtually all third parties have said that the diversity of colleges and the programs offered by them militate against the bargaining parties' ability to establish standards which govern the terms and conditions of employment (particularly workload provisions) for all 7,000 full-time faculty members. As Estey stated in his arbitration award:

> From even the foregoing high altitude overview of the CAATs and their programmes, it will be all too apparent that the diversity of subject and variety of training given in these institutions is not conducive to the development of a universal formula... (1975:63).

Not only Judge Estey but virtually all third parties in following years have had cause to comment on the diversity and complexity of the colleges, and moreover, in strikingly similar terms. In their view, the colleges' complexity has been identified as a primary source of the dispute over workload and has been seen by them as a significant contributor to its chronic position as a major issue in negotiations over the past fifteen years. Despite this commonly held view, we believe that it is important for us to examine the extent to which the colleges' complexity is sufficient reason for the parties' failure to resolve instructional assignment problems.

Lack of Resolution to "Nagging and Recurrent" Workload Problems

The adjectives "nagging and recurrent" were used by Gandz in his 1982 fact finder's report to summarize his observations and those of others (Swan, 1976; Downie, 1977, 1979; Gandz, 1981) with regard to the dispute over workload. In these and other documents written by third parties (Estey, 1975; Burkett, 1981), workload has been cited as one of the core issues in disputes between the Council of Regents and the union. In his 1984 fact finding report, Whitehead examined the issue in depth, as had Judge Estey in his 1975 award. While workload is very often a contentious issue in collective bargaining, the bargaining history between these two parties demonstrates a near-total inability to resolve differences about workload. Two major reasons emerge from the documents to explain this failure.

First, virtually all third parties have commented on the impact of centralized bargaining coupled with the complexity and diversity of the colleges as a major obstacle to workload resolution. As so poignantly stated by Judge Estey:

> It is demonstrably impossible to objectively isolate a fair workload for one of the two or three hundred staff functions in the academic staff included in this bargaining unit. Even if an objective result could be isolated for one individual, it cannot without some subjective adjustment be spread over the species of staff of which that individual is a member ... we are satisfied that it is completely futile to attempt to erect a finite, rigid, invariable and certain table, or slide rule, which will produce a workload answer expressible of hours of teaching, hours of administrative work, student contact hours, etc (p. 63)

Thus, after a comprehensive review of voluminous documentation, Judge Estey concluded (as have others) that definitive statements on workload could not be negotiated at a central bargaining table.

The second factor that causes continuous, unresolved controversy is the lack of data to

support the parties' positions held in negotiations over workload. As Gandz noted in his 1981 fact finding report, "there is an acute shortage of valid and reliable data to serve as the basis for problem analysis and creative problem-solving" (pp. 6-7).

In noting this consistent complaint from third parties, from Swan (1976) onwards, the parties attempted to gather supporting data for workload positions held by them. Yet the data generated fell short of the mark. As Whitehead noted in his 1984 fact finding report, "the rationale and supporting evidence presented by both parties does not support the need for fundamental change in the direction either party is proposing" (p. 89). In noting that the parties agreed that" the present provisions of article 4 (instructional assignments) do not meet the present needs of the parties as well as they might" (p. 72), Whitehead revealed part of the reason why, even with data available, the parties could not conclude an agreement: "(the) parties are two solitudes in their approaches to workload" (p. 69).

Thus, we note that even though the parties were given opportunity by Judge Estey in his award (pp. 97-99) to resolve their differences in accordance with 10 principles, he ultimately and reluctantly had to fashion workload provisions. Furthermore, although the parties acknowledged by 1984 that workload changes had to be made, their approaches to what constituted the degree, amount and kind of change were diametrically opposed.

The workload provisions have remained substantially unchanged since Judge Estey's reluctant specifications. In addition, a chronic dearth of supporting evidence and failure to agree on required changes to the workload stipulations have been central causes of the continuous debate on this central topic in the parties' negotiations.

The Bargaining Relationship Between the Parties

A widely-held view in the labour relations community is that negotiations over a collective agreement--the promises the parties make to each other--requires accommodation and recognition that each party has legitimate concerns. A viable bargaining relationship, therefore, requires cooperation; each party trusts the other to keep its promises.

The bargaining relationship between the Council of Regents and the union is not conducive to resolution of disputes. Frequent third party involvement, protracted negotiations, and the inability to agree on major issues in dispute are all evidence of a bargaining relationship that was characterized by Whitehead as one of "conflict, intense competition, overt use of power, direct influence attempts, aggressive and antagonistic behaviour, a high level of distrust and denial of legitimacy" (p. 19). Nothing that contradicted Whitehead was said in our discussions with others who possessed intimate knowledge of the contract negotiations.

Whether this unhealthy, counter-productive relationship is the cause or the symptom of the inability to resolve chronic differences is not important. What is important is that a poor relationship does not promote cooperation and legitimacy, two necessary antecedents to successful negotiations.

This concise review of the bargaining history between the Council of Regents and the union reveals that there are serious impediments to resolution of the instructional assignment issue. Centralized bargaining, widely diverse institutions and instructional complexities therein, lack of

relevant data on instructional assignments, and a poor bargaining relationship have been identified as factors which have allowed the workload issue to exist as a major unresolved item in the colleges for some fifteen years.

Contract Administration and Instructional Assignment Dispute Resolution

Typically, collective agreements, once established, are monitored by the bargaining parties to ensure that provisions contained therein are adhered to during the life of the agreement. Contract administration thus entails both ensuring that contractual obligations are fulfilled and that disputes arising from the contract are resolved. These disputes, commonly identified as complaints or grievances, are defined in article 11.03 of the contract as "any difference arising from the interpretation, application, administration or alleged contravention of this Agreement." Failure on the part of the parties to resolve a grievance results in final and binding resolution of the issue by neutral third parties, either through a sole arbitrator or an arbitration tribunal.

For purposes of brevity, article 4 (Instructional Assignment), article 7 (Management Functions) and article 11 (Grievance Procedures), as contained in the 1982-84 collective agreement, are confined to the appendices I and II this report. Our discussion, furthermore, is limited to only the salient features of contract administration concerning instructional assignment and does not purport to be an authoritative analysis of contract language.

Relevant Provisions of the Collective Agreement

Article 4.01 provides specific maxima for teaching hours per week, per year, and "contact" days per year. Under option A, weekly hours of teaching are subject to a three-month rolling average. Downie noted in his fact finder report (1977:8) that Judge Estey, in providing the rolling average in his award, did not clarify its meaning, and, as a consequence, the application of the rolling average concept varies considerably among the 22 colleges, some even exceeding the three-month restriction as specified by Estey. Under option B, there is no rolling average calculation but one hour of teaching per week is added to the maximum hours of teaching per week stipulated under option A. Both options apply to the the three groups of teachers, group 1, 2, and nursing. Furthermore, by virtue of article 4 and by virtue of articles 14.02 and 14.03, either the individual faculty member and/or his union local may, by mutual consent, reach agreement with the College to apply the provisions regarding maxima in ways other than as specified in article 4.01.

Article 4.02 provides for monitoring of instructional assignments and the resolution of workload disputes through a mechanism called the College Instructional Assignment Committee (CIAC). Whereas article 4.01 contemplates the resolution of grievances arising therefrom, through direct application of article 11 (Grievance Procedures), article 4.02 provides for a joint committee of college and union representatives. The CIAC is charged with the responsibility of assessing "the application of Section 4.02 to instructional assignments across the College" (article 4.02 (a) (ii)) and resolving, if possible, complaints concerning instructional assignments as these

relate to the issue of equitability. In its decision-making the CIAC is to have regard to certain variables, ten of which are listed in article 4.02(a)(iii) and are as follows:

a. nature and number of subjects to be taught;

b. level of teaching and business experience of the faculty and availability of technical and other resource assistance;

c. necessary academic preparation and student contact;

d. examination marking and assessing responsibilities;

e. class size;

f. instructional mode(s);

g. assignments ancillary to instructional activities;

h. previously assigned schedules;

i. other assignments;

j. necessary excessive travel time between assignments.

In deciding on the issue of equitability a majority decision of the CIAC is final and binding. If no resolution is reached, the faculty member (who therefore "owns" the grievance and not the union) may then file a grievance, as defined in article 11, and in accordance with article 4.02(c) "as to the application of Section 4.01".

Thus, contract administration of Article 4 Instructional Assignments entails the following procedures and mechanisms:

1. application of one of two options regarding the maximum number of teaching hours per week, teaching hours per year, and contact days per year for three distinct groups of faculty members;

2. agreement between a faculty member and the college;

3. agreement between a union local and the college on maxima in article 4.01;

4. recourse to the grievance procedures (article 11) by the faculty and union regarding application of maxima in Article 4.01;

5. recourse to the CIAC by the individual faculty member with regard to the issue of equitability of instructional assignment;

6. recourse to the grievance procedure "as to the application of Article 4.01" by the individual faculty member should the CIAC fail to achieve a majority decision.

Notwithstanding the colleges' ability to establish teaching schedules, the instructional assignment mechanisms outlined in article 4 provide a number of alternatives and methods for determining workload and resolution of conflicts over such determinations. Of note are: (a) the choice made by the union between application of a rolling average (for a period not exceeding three months) or an additional weekly hour of instruction if no rolling average is applied; (b) ability of an individual faculty member or local union to sign a separate agreement on teaching hours in excess of maxima; and (c) the College Instructional Assignment Committee.

With regard to the usage of option A (rolling average) or option B (one extra hour), information received shows that, effective August 31, 1984, eleven colleges' union locals opted for option A; eight for option B. One local uses neither but has arrived at a local agreement with the college and the remaining two have agreed to incorporate either health sciences or nursing under option A while remaining faculty have teaching schedules under option B.

This information indicates that not only do individual union locals attempt to establish some congruency between particular colleges and college programs and contract provisions but also that, in one case, the contractual provisions were deemed to be unacceptable, thus requiring a different type of mechanism for establishing teaching schedules. For all other colleges, however, only stipulated contractual provisions are utilized. Given the chronic complaint concerning workload and the acknowledgement by both parties that changes must be made to instructional assignments, we can only conclude that regardless of which option is chosen, neither meets the parties' requirements.

With regard to faculty members reaching individual agreements on instructional assignments with the college, our research strategy did not explicitly intend to capture this information. Nonetheless, through our discussions with both faculty members and administrators, three explanations were given as to why some faculty members worked hours in excess of the stipulated maxima. These explanations were confirmed in each given instance by both faculty and administrators.

The first explanation given was that a faculty member would initiate the decision for paedagogical reasons. By way of example, a faculty member who taught two sequential courses asked that he be assigned all three sections of the first course to ensure that all students who would take the second course had covered the first year material to the extent and in the way he wanted.

The second explanation was that faculty taught hours in excess of maxima because the college administration had been unable to hire appropriate part-time or sessional instructors. Rather than delete a course which would then disrupt the student's program schedule, faculty members took on the additional scheduled teaching hours.

The third explanation of how faculty could end up teaching more hours than maxima is radically different from either of the two previous ones. In one college, for example, the faculty, in a range of non-post-secondary programs, work 23 hours a week (25 actual "duty" hours). However, by applying the "rolling average" and "contact day" provisions under option A in article 4.01, the recording of their teaching hours is reported as being 21 teaching hours per week. In other words, the contract language can allow for a formula that reduces 23 teaching hours to 21 hours, given a particular interpretation of the rolling average concept and definition of a contact day as provided for under the terms of article 4.01.

The differences between the last example and the previous ones are first, that no compensation can be claimed by faculty members for excess teaching hours and second, that the situation emerges for neither paedagogical nor organizational reasons. Rather, the wording of the instructional assignment provisions creates an opportunity for one party to the agreement to establish a teaching schedule that, on its face, does not conform to the provisions of the agreement.

Provision is also made, pursuant to article 14.02-.03 of the collective agreement for local college-union memoranda of understanding concerning instructional assignments. Information

we received indicates that a majority of local dyads have not taken advantage of these provisions. Some of the issues dealt with in these local agreements consider teaching hours per week beyond the contract maximum (e.g., 25 hours maximum per week), workload and compensatory remedies for specific situations (e.g., federal programs, health sciences faculty) and application of rolling average factors (e.g., status of a mid-term break). What only needs to be pointed out here regarding these memoranda is that opportunity exists for local arrangements that satisfy local instructional assignment concerns. In other words, the central agreement can be augmented by local applications that may or may not conform with provincially-established parameters. Reasons that may explain why greater use is not made of this ability are suggested in other sections of this report.

The third significant feature of contract administration is the College Instructional Assignment Committee. The CIAC, composed of three union and three employer representatives, meets to (i) consider the application of section 4.01 to the instructional assignments across the college; (ii) resolve apparent inequitable instructional assignments; (iii) consider a claim by an individual that his instructional assignment is inequitable. In fulfilling its mandate, article 4.02(a)(iii) stipulates that the CIAC "shall in its consideration have regard to such variables affecting assignments" previously listed in this section.

The CIAC exists, then, to serve as a mechanism at the local college level to provide an opportunity for union and employer to view instructional assignments established by the college for individual faculty members in light of certain recognized, necessary functions and duties associated to varying degrees with the teaching function. In other words, the committee has an ability to call upon its members' intimate knowledge of a faculty member's role and to use this expertise or sensitivity in consideration of complaints related to the abstruse concept of instructional assignment equitability.

Interestingly enough, however, the contract provides for a faculty member to make his or her complaint concerning equitability if such complaint is not resolved by the CIAC. The creation of the CIAC demonstrates that the parties were aware of the need to take into account those factors or variables in addition to teaching hours that may cause inequitable distribution of assignments.

To summarize, the College Instructional Assignment Committee is established in the contract as a forum for deciding matters directly related to faculty members' teaching functions in terms of equitability. The important role this Committee should play with regard to workload is underscored by both its composition and its mandate.

Instructional Assignment Dispute Resolution

Currently, if a faculty member complains about his or her instructional assignment, there is an attempt to resolve it in one of three ways.

First, there is an assumed attempt to resolve the matter, informally, between the faculty member and the person who develops the assignment. Failing resolution, information gathered indicates that since second-level assignors (e.g., deans) approve individual instructional assignments, the opportunity exists, at least theoretically, for discussion and resolution at this level. Failing informal resolution, one of two routes may be followed.

The second attempt to resolve a workload complaint is immediate appeal to the grievance procedure as provided for in article 11 of the collective agreement. For our purposes it is not necessary to describe this process. Suffice it to say that after a number of meetings involving progressively higher authority on the part of the union and college, if resolution has still not been obtained, the matter may be referred to rights arbitration for a final and binding resolution of the complaint.

The third attempt to resolve a workload complaint is for the faculty member to refer the complaint to the College Instructional Assignment Committee. This joint union and management committee is then responsible for considering the complaint and a majority decision is binding upon the faculty member. If the committee does not resolve the complaint (no majority decision) then the faculty member may file a grievance pursuant to article 11 (11.03) "as to the application of Section 4.01."

The first attempt--discussions with first- and second-level assignors--differs from the second and third in that it is informal. The second and third attempts, appeal to the grievance procedure and to the CIAC respectively, are formal avenues of complaint resolution and differ in significant ways. Complaints which proceed directly to grievance procedures generally deal with the application, administration, interpretation, or alleged violation of the specific provisions of article 4.01; for example, maximum hours and days, calculation of compensation for excess hours, definition of a contact day, determination of the rolling average, and so on. Complaints which proceed to the CIAC are basically complaints of inequity. That is, while the provisions contained in article 4.01 may not be contravened, the resultant assignment may be viewed by the faculty member as inequitable in some way or other. Further, inequity complaints will not generally be decided upon by an arbitrator until they have been considered by the CIAC.

We pass over the issue of grievance ownership and focus on the requirement that such a grievance be filed "as to the application of Section 4.01." On the one hand, the faculty member complains to the CIAC on the basis of equitability of instructional assignment. On the other, the contract seems to indicate that non-resolution of an equity complaint creates an opportunity to file a grievance, but such a grievance must be related to the provisions of article 4.01; that is, to the maximum numbers of hours or days of teaching stipulated within option A or option B. Odd phrasing to say the least. We turned to rights arbitration awards arising from article 4 for assistance on this matter and made an interesting discovery.

Arbitration Experience

Essentially, arbitrators arrived at two conclusions in determining the meaning of the phrase "as to the application of section 4.01." In RE Niagara College of Applied Arts and Technology and OPSEU (1983), unreported (Kruger), the arbitrator provided a succinct delineation of the controversy. The entire page is reproduced verbatim.

> Mr. Weatherill in RE Centennial College and OPSEU concluded that when Article 4.02 (c) limited grievances "as to the application of Section 4.01" the parties had in mind the general operational provisions of Article 4.01. This provides that "The Colleges will establish teaching schedules". Mr. Weatherill concluded that since the grievance related to the College's action in establishing teaching schedules, it was, therefore, arbitrable

> under Article 4.02 (c). Mr. Brunner in RE Seneca College and OPSEU reached the opposite conclusion. He noted that the collective agreement in no way prohibited the College "from prescribing a teaching schedule which may be 'inequitable'". The only limits on the employer, in Mr. Brunner's view, were those set out in Article 4.01, putting aside Article 4.02 for the moment. Since the collective agreement "does not either prohibit inequitable instructional assignments nor protect an academic employee against the imposition of such a workload," Mr. Brunner concluded that "a complaint in this regard cannot arise from the 'interpretation, application, administration or alleged contravention' of the Agreement and that such a claim accordingly cannot, apart from Section 4.02, be grieved or submitted to arbitration (Kruger, 1983:14).

Although Arbitrator Kruger dissociated himself from the conclusion reached by Brunner indicating that "the reasoning he employs leads us to the conclusion that article 4.02(c) is both redundant and absurd," the final word on the issue is provided to us in RE Algonquin College and OPSEU (1983), unreported (Brunner). Arbitrator Brunner commented upon decisions concerning application for judicial review of awards which dealt with the matter at hand. He wrote:

> Before leaving the matter we wish to say that it is unfortunate that neither the Divisional Court nor the Court of Appeal was able to resolve this divergence of arbitral opinion. We take the endorsement on the Record by the Divisional Court in RE Georgian College and OPSEU to amount to no more than that the interpretation given by the Board to the Memorandum of Agreement was not unreasonable or clearly wrong. It is to be regretted that the Court did not indicate which of the divergent views it preferred as being more consonant with a reasonable interpretation of the Memorandum of Agreement. It may well be that underlying its reasoning is the opinion that there are two reasonable interpretations. (Brunner, 1983:12).

The question, then, as to what exactly constitutes a grievance concerning instructional assignment equitability is unresolved via grievance procedures.

Notwithstanding the division of opinion, that controversy exists is one of our major concerns. The underlying principle behind grievance procedures which culminate, if necessary, in final and binding arbitration, is to establish a method for a fair and expeditious hearing of a complaint. In other words, the intention is that a decision will be made in the hope of resolving the problem on its merits. The problem which arises from the current language in article 4.02 (c) is that as long as the debate over scope of arbitral review continues, the focal points of such disputes -- equitability of instructional assignments--is obscured by procedural matters. This state of affairs seriously impedes both the viability of the grievance procedures and actual resolution of workload disputes.

Aside from scope of arbitral review, a number of other problems exist concerning workload dispute resolution. Notable among these is the operation of the College Instructional Assignment Committees.

Given the important role of the CIAC on the issue of workload, we were surprised to discover that in very few colleges does the CIAC actually function in an effective manner. The reason for this phenomenon is to be found in the CIAC structure, procedures, and the variables which are to be considered within article 4.02 (c). The structure of the CIAC establishes a committee composed of equal numbers of employer and union representatives who are required to achieve a majority decision in order for its decision to be final and binding. As related to us at many of the colleges, proceeding to the CIAC was viewed as nothing but than a pro forma step because majority decisions were rarely, if ever, achieved. The committee functioned merely as a forum for union and employer members to air their positions and no serious attempt at resolving the matter was made.

Although the contract requires the CIAC to meet within three weeks following the publishing of instructional assignments in September, statements were made which indicated that decisions, majority or otherwise, were often not forthcoming in order to effect a timely adjustment to a perceived instructional assignment inequity. For example, a complaint raised in September rarely produced a decision prior to the mid-point in the semester, at which time the faculty member would then be under pressure not to change his or her assignment (e.g., "the students are halfway through the course, anyway"). It is not surprising that decisions of the CIAC are slow in the making, what with the need to find a time mutually agreeable to convene six people who then must consider and weigh each complaint on the basis of equitability.

Finally, the attempts by the CIAC to discern equitability stumble over the variables which are to be considered in deciding a complaint. Even a cursory glance at such factors as "necessary academic preparation; level of teaching and business experience; assignments ancillary to instructional activities and size of class" reveals that a great deal of subjective judgment is required as no objective standards exist for such variables. Given that the representatives on the CIAC in most colleges apparently vote in line with their allegiance to the respective parties, it is not difficult to envisage split votes because subjective judgments are usually heavily influenced by one's "political" orientation.

Of greater concern to us, however, was the fact that since the CIAC did not function or (it did so ineffectively) in most of the colleges, these bodies fail to discharge one of their major responsibilities. According to its mandate, the CIAC is required to "consider the application of Section 4.01 to the instructional assignments across the College" (4.02(a)(ii)). So, even if there are no equity complaints emerging for it to resolve, at the very least the committee should function as a data gathering mechanism with regard to the application of instructional assignment provisions. (We note that one recommendation in the submission from the Committee of Presidents addresses this very issue.) What concerns us, however, is that this ability to gather data has not been exercised effectively in a significant number of colleges in the past decade. Given the chronic nature of the workload issue, why the parties did not avail themselves of an opportunity to at least discuss the issue with hard data in hand is rather astounding. Perhaps they have done so, in which case we can only assume that partisanship prevented an educationally-oriented consideration or that the requirement to resolve individual college concerns at a central bargaining table prohibited resolution.

The operative procedures of the College Instructional Assignment Committees, in our view, create serious problems for resolving instructional assignment complaints. Recommendations that ameliorate these concerns, however, must consider the affect of remedy on students' programs.

Contentious Issues in Contract Administration

We reviewed the 45 rights arbitration awards arising from Article 4 Instructional Assignments to determine if there were other sources of controversy between the parties. On the basis of our review of these documents, we discovered that faculty have filed grievances about the following aspects of instructional assignment:

- the constitution of the rolling average
- interpretation of the meaning of "contact day"
- whether credit for hours worked as a coordinator are included in the 4.01 maxima
- teaching assignments outside one's area of expertise
- payment for non-scheduled work
- alleged violation of maximum hours of teaching
- nature and number of courses assigned
- alleged failure to take into account variables stipulated in article 4.02(a)(iii)
- faculty attendance on non-contact days
- "relative" versus "absolute" versus "comparative" inequitability
- definition of a teaching hour in terms of other than in-front-of-class activity
- untimely and improper increases in teaching workload
- excessive increases in class sizes
- grossly unreasonable and hazardous workloads
- improper assignment of cooperative program duties
- placement within either group 1 or group 2 in terms of type of teaching
- form of CIAC "resolution" of a complaint
- definition of a "teaching hour" in terms of actual minutes

As our review indicates, virtually every aspect of the provisions regarding instructional assignment in article 4 has been placed or has been attempted to be placed before arbitrators for final and binding decision-making. Questions of jurisdiction--preliminary or otherwise--objections, and the decisions reached are not critical for the purposes of this report. Rather, what is reflected in these awards is the fact that Article 4 Instructional Assignments as it now stands is clearly unsatisfactory given the breadth of issues identified in the grievances. Of particular note are the grievances concerning definitions of the "contact day," "teaching hour," and "rolling average."

Article 4.01 of the collective agreement defines "contact day" as being a day in which one or more teaching hours occur. A euphemism has been included in the colleges' lexicon to identify days which are not contact days, to wit "non-contact days." Problems have emerged, however, with the lack of definition of the "non-contact" day, as well as with the lack of clarity about how these days are to be used and about their usage pursuant to "rolling average" calculations. In other words, while the contract identifies what a "contact day" is, it does not so define a "non-contact day." This lack of specificity had led to arbitrations on the status of statutory holidays, non-assigned teaching days, Christmas and mid-winter breaks, such individual college traditions as

"tutorial week," and requirements for faculty to be in attendance for set periods of time on all scheduled teaching days.

With respect to the definition of a "teaching hour,", it is common ground between the parties that this hour has less than 60 minutes. It is a known fact for example, that the Ministry of Colleges and Universities has indicated in the form of a guideline that in the context of the lecture mode of instruction, 50 minutes is the equivalent of a teaching hour. Furthermore, with regard to this standard it was noted in one arbitration award, RE Northern College and OPSEU (1979), unreported (Kennedy, pp. 13-14), that "the evidence with respect to practices at other colleges indicates that the 50-minute hour is anything but a universal standard." In other words, the length of a teaching hour is open to interpretation with the result that individual college administration can define the term in ways appropriate to particular curricula and teaching schedules developed.

The language of article 4 with respect to the terms "rolling average," "contact day," and "teaching hour" is not unambiguous. Of the three terms, "contact day" appears to be the most controversial. We note that this conclusion is also reached in the Presidents' Brief as being implicit in their recommendation that this term be subject to "more rigorous definition." The term is especially contested in light of its central role with regard to the calculation of the rolling average provision.

Conclusions

Our examination of the methods for resolving instructional assignment complaints has centred on the provisions and language of the collective agreement. The problems and concerns which have been identified can, for the most part, be alleviated through contract revisions to Article 4 Instructional Assignments. Terms can be defined and redefined; committees can be restructured and mandates strengthened; alternative mechanisms can be provided; and access to final and binding resolution can be reoriented or clarified. Our recommendations will provide suggestions on these matters. Of greater concern, however, is the parties' attitudes and approaches to resolving instructional assignment complaints and problems.

The contract cannot be written that definitively provides for all possible problems and contingencies that may arise from its application, interpretation and administration. If problems are to be dealt with fairly and resolved to the extent they can be, the parties to an agreement must approach problem resolution in a cooperative fashion, with goodwill and compromise. Our observations and impressions lead us to question whether the parties are capable of this approach. Given the bargaining history, relationship, and structure we are doubtful that a cooperative attitude can emerge without significant changes to the circumstances that currently have an impact upon instructional assignments.

As Whitehead commented in his 1984 fact finding report, the parties are "two solitudes" on the workload issue. At this juncture, we can only remind the parties that they jointly share the responsibilities of delivering a quality educational service to the people of Ontario and that joint responsibility needs cooperation and compromise if it is to be effectively discharged.

Trends in Enrolment and Funding

Over the past decade, enrolment in the colleges has increased quite substantially, while real funding levels have, at least since 1978/79, declined. The purpose of this section is to summarize briefly the relevant trends in enrolment and funding. In preparing this summary, the committee encountered a number of difficulties with respect to availability of data and compatibility of different data sources, although the ministry has made improvements in these respects in the past few years. Enrolment is measured in a variety of ways; e.g., full-time, full-time equivalent, training days, and funding units, the latter, in turn, calculated in various ways. With respect to funding, we had difficulty obtaining consistent data on that portion of college revenue which augments provincial operating grants and fees, particularly that corresponding to federal government seat purchases. As a result of these data problems, the emphasis in our analysis will be upon the trend in real provincial operating grants per adjusted funding unit in provincially funded programs from 1978/79 to 1983/84, an index which shows an awesome decline. This is not to denigrate the importance of other programs and other sources of funding, and we will, in fact, present figures which suggest that the greater stability in federal funding than provincial funding has somewhat cushioned the sharp decline in provincial funding, albeit with limited effectiveness because of the relative shift in activity levels from federally to provincially funded programs.

Trends in Enrolment, 1978/79 to 1983/84

The long term growth in full-time post-secondary enrolment has been striking, from 35,000 in 1971 to 95,000 in 1983, an increase of more than two and one-half times. Table 4.1 shows that total full-time post-secondary enrolment in the colleges grew by nearly 50 per cent between 1978 and 1983 (fall figures), the largest increases being in business and technology. Georgian and Humber had a doubling of post-secondary enrolment, while enrolment increased by more than two-thirds at Canadore, Confederation, George Brown, Lambton, Loyalist, and Seneca. Post-secondary enrolment increased by less than one-third at only three colleges--Algonquin, Fanshawe, and St. Clair. Programs where enrolment more than doubled, led by business at Georgian (where there was a tripling), were business at LoyalList, applied arts at Northern, applied arts at Canadore, technology at Sheridan, applied arts at Confederation, and business at Durham. No declines were registered in technology or business, only one negligible one in applied arts (Conestoga) and one in health sciences (St. Clair). Table 4.2 shows that enrolment in tuition-short programs also increased by nearly 50 per cent, with more than a doubling in several colleges: Algonquin, Canadore, Durham, Georgian, and Sault Colleges; and just short of that in the college with the largest tuition-short enrolment, George Brown. Only Sheridan, Mohawk, and Seneca experienced as much as a 25 per cent increase in federally purchased retraining activity (referred to in this report as OTA activity) and half the colleges had a decline. Purchased apprenticeship activity increased by 16.2 per cent.

Trends in Numbers of Adjusted Funding Units

The pattern of increase in full-time post-secondary enrolment (49.5 per cent, Table 4.1e) is mirrored almost identically in the 47.3 per cent increase in "adjusted funding units" calculated for the committee by the Ministry of Colleges and Universities (Table 4.4; see Table 4.3 for the raw data from which the percentage increases in funding units are calculated). These funding units are estimated using the methodology described in the June 1984 study of unit operating costs prepared by the Task Force on Productivity Indices (referred to below as the cost study). The main difference between the data in the cost study and the data in Table 4.3 is that the latter exclude all federally funded activity. Also, the cost study figures include expenditures facilitated by sources of revenue other than merely provincial operating grants; i.e., fees, utilizing reserves, special projects, ancillary services, and income obtained from various types of entrepreneurial activities.

A difficulty in comparing the activity units in the two sets of data is that the activity figures presented in the cost study (Tables A-6 through A-10) are unadjusted. The adjustments appear to have been made on the raw expenditure to unadjusted activity ratios. In Table 4.3, the adjustments to the raw activity figures are incorporated already in the funding unit figures. The principal adjustments involve weighting full-time post-secondary enrolment according to the weights employed in the funding formula, and weighting part-time activity at a rate of 1,080 student contact hours equals one full-time equivalent funding unit, and 180 training days of non-post-secondary activity equals one funding unit.

Real Provincial Operating Grants per Adjusted Funded Unit

Table 4.5 presents data on real provincial operating grants, showing a decline in that figure after 1978/79. When these figures are related to the data on activity levels (measured in funding units - Table 4.3), a substantial decline in real grant levels per adjusted funding unit is evident--from over $3,000 (1978/79 $) in 1978/79 to just over $2,000 in 1983/84 (Table 4.6). The range in 1983/84 is from over $2,500 at Northern to just over $1,800 at Georgian. Expressing these declines in index form, Table 4.7 shows that real provincial operating grant per adjusted funding unit decreased by 33 per cent for the system as a whole and by close to 50 per cent for Confederation, George Brown, and Loyalist. The colleges which fared the best were Humber and Niagara, but even they experienced nearly 25 per cent reductions.

It is instructive to compare the figures in Table 4.7 with two other data sets. One is the data compiled by the Council of Ontario Universities on operating expenditures per FTE student in the universities. The COU makes the point that in comparison with most other social service areas, universities have been treated adversely in terms of trends in real provincial operating grants per client served. While universities have fared much worse than most other sectors in terms of trends in real provincial grants per client served, they have done better than the colleges. Data compiled by the COU show that between 1977/78 and 1983/84, operating expenditures per FTE student in the colleges decreased by 24 per cent, while the decline for the universities was 17 per cent (Council of Ontario Universities, 1985: Table 7). These figures are calculated on a total expenditure basis, more comparable to the data from the cost study (discussed below) than to the provincial operating grant figures in Table 4.6.

The striking thing about the comparison between the university figures and the college figures (which we will comment on again because we find it so striking) is that the colleges have been hit harder financially than have the universities, in terms of declines in real funding per student. This is a curious finding in view of the widely held belief among college administrators that they have been funded more generously by the provincial government than the universities; all administrators to whose attention we brought these figures were surprised by them. Also, university administrators have been expressing alarm in the most strident terms about underfunding, while college administrators have made no public statements that we are aware of about the harmful effects of declines in college operating grants--and the vast majority of senior college administrators with whom we spoke did not believe that the colleges were underfunded.

The reason why college administrators may have perceived that the colleges were being funded more generously than the universities recently is that percentage increases in the total provincial operating grants have been slightly higher for the colleges than for the universities in recent years. However, these increases in total grants have been "diluted" more for the colleges than for the universities, because college administrators have elected to allow college enrolment to increase at a substantially greater rate than university administrators have been willing to permit. We may speculate that among the reasons for college enrolment increasing more rapidly than university enrolment are the following: (1) the funding formula for the colleges provides more pressure toward enrolment expansion than does the heavily discounted university funding formula; (2) the demand for admission to the colleges may be greater than that facing the universities, though this would be difficult to verify; (3) admission standards appear to be more flexible for college entry than for university entry; and, perhaps most important (4) college administrators have believed that they could admit more students, in the face of existing resource constraints, without jeopardizing quality, whereas university administrators, as represented by the COU, clearly have not felt this to be the case. Indeed, there has been a tendency for college and university administrators to draw very different conclusions from quite similar trends in funding per student. College administrators have tended to see their decline in funding per student as evidence of increased efficiency, while university administrators have viewed the analogous decline in their sector as evidence of a decline in quality.

The decisions which determine the level of college expenditures per student are the joint responsibility of the colleges and the government. The government determines the total funding level, and the college determines enrolment levels for most programs. In the event that the resulting levels of expenditure per student are insufficient to provide a quality education for all students (a question which will be addressed), both the government and the colleges must share the responsibility for that state of affairs. The government, for its part, not only determines the global funding level, but also decides how the funds will be distributed among the colleges and influences college enrolment policies in a variety of ways. The colleges may, within the framework of government influence over enrolment, admit as many students as they wish to most programs, and they have the opportunity to indicate when they have reached a point where the limited funds cannot be stretched further to accommodate more students. There is, of course, no guarantee that had they exercised this privelege, the government would have provided more funds, as the experience of the universities demonstrates. Still, the difference between the reactions of college

and university administrators to declines in funding is one of the more noteworthy phenomena in post-secondary education in Ontario over the past half decade.

The other comparison to which we would like to draw attention is that between the trends in real provincial operating grants per adjusted funding unit (Tables 4.6 and 4.7) on the one hand, and trends in real total college expenditures per activity unit (the cost study) on the other hand. While the declines in both indices are substantial, the decline in real total expenditure per activity unit (19.9 per cent between 1978/79 and 1982/83) is considerably less than the decline in real provincial operating grant per activity unit over the same period (32 per cent). This difference means that the colleges cushioned the impact of the decline in provincial operating grants through a combination of federally funded activity, change in surpluses, and generation of additional income through fees, special projects, and various entrepreneurial initiatives.

So far as federal funding is concerned, data which we obtained from the College Affairs Branch indicates that revenue per student from OTA purchases remained approximately constant between 1978/79 and 1983/84. As these purchases account for about one-fifth of college activity, the stability in federal funding per student could explain about half the difference between the 32 per cent reduction in real provincial operating grants per student and the 19.9 per cent reduction in total real expenditure per student ($.2(1.00) + .8(.68) = .74$). However, OTA purchases grew slowly over this period (by under three per cent) and declined from 24.1 per cent of system activity in 1978/79 to 19.0 per cent in 1982/83. If the OTA share of system activity continues to fall, the potential for cushioning the impact of declining provincial funding per student with stable federal funding per student will diminish.

The stability of income from fees associated with provincially supported activity also cushioned the impact of declines in provincial operating grants. Real revenue from fees increased at a slightly greater rate than did the number of adjusted provincial funding units. Thus, the sum of real operating grants plus real fee revenue per adjusted funding unit decreased by 29 per cent, compared to the 32 per cent decline for just operating grants per funding unit, suggesting that another quarter (three of 12 percentage points) of the difference between the decline in real total expenditure per student and real operating grants per student is explained by the stability of fees. We felt that further excursion into the financial structure of the colleges in order to track down the source of the other three per cent of the difference between the two indices of financial decline was beyond our mandate, although we should like to note the very substantial increase in college revenue from "special projects," which more than tripled in constant dollars between 1978/79 and 1983/84 (but from a base of only five million dollars).

We should like to conclude this section by reiterating that the sector of activity which has been subject to the greatest real decline in funding per student--post-secondary--has been growing rapidly, while the sector which has provided stability in this regard--federal purchases--has been an area of almost no growth. Accordingly, as Table 4.8 shows, while OTA purchased activity has declined from 24.1 to 19.0 per cent of system activity, the post-secondary share of system activity has increased from 53.4 to 57.1 per cent. There is substantial variation among colleges, with the post-secondary portion ranging from 36.6 per cent in George Brown and 45.2 per cent in Conestoga to 68.1 per cent in Sir Sandford Fleming and over 60 per cent in seven other colleges, as of 1982/83. The OTA portion ranges from 6.8 per cent at Centennial to nearly 30 per cent at Confederation,

George Brown, and Northern. Also, some of the changes over just four years are quite substantial: the increases in the post-secondary proportions at Confederation, Georgian, Loyalist, Northern, and St. Lawrence; and the declines in the OTA proportion at Cambrian, Conestoga, Confederation, Durham, George Brown, Lambton, Loyalist, Northern, St. Lawrence, and especially Sault (from 24.5 to 12.7). A few colleges were moving against the trend toward post-secondary: Fanshawe, Mohawk, and Sheridan, all of them above the system-wide average in this respect in 1978/79. Only one college had a significant increase in its OTA proportion--Sheridan, which had the lowest proportion in that category in 1978/79.

A Comment on Staffing

The committee had hoped to include in this section data on trends in staffing. However, in the absence of any data on the use of sessional and part-time staff, we did not feel that the exercise would be useful because it would not provide a complete picture of staffing trends. Many faculty observed that data on full-time staff would be of limited use in its own right, because a replacement of full-time faculty with a mathematically equivalent number of part-time faculty FTE increases the workload of the remaining full-time faculty, the reason being that there are numerous developmental and program maintenance and student advising activities for which the contributions of part-time faculty often are quite limited. However, we did not have sufficient confidence in the consistency of the Multi-year Plan data on full-time faculty to warrant its analysis.

We thought also of looking at trends in real expenditures on faculty salaries, as a proxy for trends in numbers of faculty. However, changes in the mix of full-time and part-time faculty, as well as in numbers of new faculty hired relative to attrition and retirements would make it difficult to interpret such indices. In fact, a similar calculation is available in the cost study--the figures pertaining to unit teaching costs. This corresponds to expenditures on teachers' salaries and benefits per adjusted activity unit. Unit teaching costs decreased by 17.3 per cent between 1978/and 1982/83, compared to a reduction of 19.9 per cent in total unit operating costs, indicating that expenditures on teaching staff per activity unit declined very nearly in direct proportion to the reduction in total expenditures per activity unit. Unfortunately, we cannot say how much this reduction in real expenditures on teachers relative to enrolment was a function of the increased student-faculty ratios and how much resulted from changes in the salary mix of teachers. We will, however, return to the general implications of increased student activity per teacher in subsequent sections of this report.

Patterns of Instructional Assignment

In this section we describe the prevailing patterns of instructional assignment. The first two subsections report on quantifiable factors related to article 4.01: data on weekly assigned instructional hours and annual assigned hours, including weeks assigned. Then we consider other quantifiable factors related to workload, the first two of which are referenced in article 4.02: student contact, and preparation, evaluation and total workload. The remainder of the section discusses some additional factors with a bearing on instructional assignments including: (a) the nature of subject, (b) program organization, (c) the nature of students, (d) the expertise of faculty and (e) student relationships.

The committee believes it useful to view these subsections and their constituent parts as a totality. Our view is that the patterns of instructional assignment include a range of factors which comprise faculty workload. While we have not been able to incorporate a thorough analysis of the entire range of tasks assigned to faculty, there is little doubt that instructional assignments make reference to the variety of factors we discuss. In describing these features, however, we caution the reader to recall the numerous qualifications we noted earlier with respect to the data we have examined.

Weekly Hours of Assigned Instruction

In examining the data from the two E/ERC workload surveys, we can observe the basic stability of instructional hours assigned per week at the college and aggregated group levels. As is evident from Tables 5A-1 to 5A-4, college means for both survey years vary in the order of 15% (18-21 hours) and what differences are evident between the two surveys are not significant. At the system-wide level, Tables 5A-5 and 5A-6 provide data by employee group indicating minimally higher averages for 1981-82 than for 1983-84. Reported means for post-secondary teaching masters (slightly above 19 hours per week for 1981-82 and slightly below 19 for 1983-84) are within 4% of contract maximum (using 19.5 to represent a "mean" maximum, given 19 under option A and 20 under option B). System-wide averages for teaching masters in nursing are slightly higher at approximately 20 hours per week and non-post-secondary faculty reported averages of approximately 22 weekly teaching hours assigned for 1981-82 and 21 for 1983-84. These means are exceedingly close to contract maxima (21 under option A; 22 under option B) and we assume that averages in excess of a presumed 21.5 hours system-wide represent anomalies in reporting and aggregation, rather than widespread contract violations.

While the committee wished to examine the data on a college by college basis (and such data are presented by category in Table 5A-7), for both nursing and (to a lesser extent) non-post-secondary faculty, the workload survey data cannot be reliably dissaggregated. For post-secondary faculty we would note the similarity between faculty and college administrators'

reported means (fully half the college administrators reported marginally higher means); 14 colleges show average weekly instructional hours of 19 or more, two at less than 17 (according to administration reports of all group 1 faculty). From Table 5A-8 we can observe that four of the six HRIS sample colleges reported group 1 assigned hours for the 1985 snapshot week slightly higher than the 1983-84 administration survey.

From Table 5A-7, the range in weekly assigned instructional hours for nursing faculty shows considerable variation between colleges (even for those with five or more faculty respondents), and this is further evidenced from college administrators' reports showing 14.4 hours per week at Humber to 22 at Georgian and Algonquin, with 15 colleges reporting 19 or more hours. All six HRIS sample colleges reported higher averages for the 1985 survey week; two of these were considerably higher, though closer to 1983-84 faculty responses. For non-post-secondary faculty, the range of reported college means is greater for faculty reports (18 to 24.8 hours in 1983-84) than for administrators (18 to 21.5); with administrators from 16 colleges indicating averages of at least 20 assigned hours of instruction per week (Table 5A-7). Five of the six HRIS colleges reported group two means slightly higher than the 1983-84 administrators' reports (Table 5A-8).

The committee's discussions with both faculty and administrators at each college yielded results confirming the above. In the vast majority of cases, faculty are assigned at or near (within one hour of) weekly maxima. (In some cases, this may become two hours where course hour schedules preclude an additional assignment under the maxima; e.g., six sections at three hours will leave faculty two hours under maximum where option B is in effect. Under option A, this would appear less likely to occur.) Faculty at colleges which are under option A were more likely to indicate assignments which exceeded maxima but which were limited (in term of weeks) and, hence, likely produced acceptable hours under the terms of the agreement. Included in this latter group are those faculty, mostly in group 2, who spoke of calculations based on 50 minutes (six classes totalling to five rather than six hours) as well as concerns regarding the calculation of the rolling average when sick days, non-contact hours and days and vacation and statutory holidays are included. As an extreme example, confirmed by their chairman, several retraining faculty at one college indicated that they are "on duty" (and actively supervise) students for 25 hours per week, all of which simply cannot be shown in the calculation of assigned hours. (This chairman indicated that his most serious problem was how to reward these faculty for the extra effort they routinely exhibited.)

While at no college did we hear about significant numbers of faculty assigned below the maximum permitted, we did hear of a number of particular instances where groups and/or departments had a number of faculty more than one or two hours below maximum. These instances appeared to be in recognition of particular, and in some cases peculiar, program needs, and both faculty and administration worked well together in these instances to protect the limited flexibility both felt necessary to respond to the specific factors. These exceptions were of some interest given their infrequency.

Thus, it is clear to the committee that in large measure the system as a whole and the majority of colleges within the system operate with close tolerances in the assignment of weekly instructional hours and for the most part the weekly maxima allowable have indeed become the norm. To come much closer would likely require the (perhaps artificial) construction of additional

one- and two-hour courses needed to overcome the apparent differences, however minimal, between actual and "total" or complete utilization.

Weeks Assigned and Annual Instructional Hours

If faculty and administration reports appear to concur with respect to weekly assigned instructional hours, there is less agreement with respect to annual hours (and assigned weeks, one of its constituent factors.) The E/ERC surveys included data on weeks assigned and indicate a considerable range by college (e.g., 32.68 to 38.84 weeks; Table 5A-4). Aggregate group means show a noticeable difference between the two survey years; from approximately 32 to 34 assigned weeks for group 1, approximately 35 to 37 for nursing, and approximately 38 to 40 for group 2 (Tables 5A-5 and 5A-6).

Differences in reported means for assigned weeks by group vary considerably by college (Table 5A-7); e.g., 31.3 to 37.5 for post-secondary faculty reports for 1983-84 and 28.0 (Mohawk) to 36.6 (Lambton) for college administrators' reports of group 1 assignments--a difference of more than 30%. A similar range is evident from administration reports of assigned weeks for nursing; 31.0 (Algonquin and Niagara) to 40.5 (Loyalist)--a difference of 9.5 weeks. Averages reported for group 2 faculty indicate a range of 11 weeks, from 34 (George Brown) to 45 (Humber) according to the 1983-84 administration figures (not including the 51 weeks reported by Sir Sanford Fleming).

When such varying figures on assigned weeks are used to estimate annual hours, the ranges are, as expected, similarly large. In making these estimates, we assumed that the assigned hours during the survey weeks were representative of the typical weekly assigned hours. Aggregate college means vary, for example, from 569 (Sir Sanford Fleming) to 764 (Loyalist) from faculty reports (Table 5A-4). This variance is largely attributable to differences in the mix of faculty. This is included in the figures for the different colleges. System-wide averages reported by faculty in 1983-84 implied approximately 640 hours for post-secondary, 740 for nursing and 850 for non-post-secondary (Table 5A-5, based on both files). If we use the 1983-84 minus top and bottom files, designed to eliminate extreme responses (Table 5A-6), we find the group 1 mean at 91.9% of the 700-hour contract maximum, the group 2 mean at 95.6% of the 900-hour maximum, and the nursing mean at 98.1% of the 775-hour maximum. Thus, at a system-wide level (i.e., apart from differences between colleges) this data suggests, fully consistent with that on weekly assigned hours, that the actual ithinutilization of annual instructional hours is relatively close to the total permissible under the contract.

In examining differences in assigned annual instructional hours for each category by college (Table 5A-7), we must note that college administrators' reports show a range of nearly 200 hours for post secondary faculty and more than 300 hours for nursing and non-post-secondary faculty. Thus, while the system-wide means for each category are quite close to contract maxima, individual colleges vary considerably though the bases of such variations are not specifically available from the data.

The committee's own research sought to examine possible variations within each of the groups and colleges. Indeed, our sampling was designed to elicit perceptions of both faculty and administrators by program, in order to better understand possible sources of variations within

colleges. By way of general observation, we were frequently told how difficult it is for administrators to utilize the yearly contact hour maxima, though they are able to approach weekly maxima. This stems largely, in their perception, from the practical limitations on the number of weeks in most (particularly post-secondary) programs. We did hear from both faculty and administrators of methods by which a greater number of annual contact hours are being obtained, a number of which deserve mention. For example, there has been a re-scheduling of many courses and programs which has resulted in a reduction in the number of hours per course. While the time period of such changes varies (1981-82 for some, 1982-83 for others), there appear to be numerous instances of reductions from four hours to three and from three hours to two.

Coupled with such changes in the internal distribution of a given faculty's assignment is a second approach to obtaining more annual contact hours, the use of what has traditionally been non-contact time. The perception that most faculty enjoy an uninterrupted two months (May and June) of each year may be widespread among the public but appears to the committee as an increasingly inaccurate portrayal of college scheduling. It never was true for most group 2 and nursing faculty; and increasing numbers of post-secondary faculty appear to be involved in programs organized in non-traditional (though long-standing) program formats such as co-operative education, non-semestered post-secondary or multi-semestered programs structured for continuous progress (e.g., three continuous 15-week semesters). Such programs (as well as more traditional continuous intake retraining programs) are likely the result of some concerted attempts to rationalize educational experiences as well as program delivery, in meeting administratively (or politically) perceived needs. Such formats, however, have their effects, one of which is to extend and in some cases increase significantly the hours and weeks of total student contact for an increasing number of faculty.

We believe that at least one-third of the colleges have such provisions (likely somewhat higher) and that the proportion of post-secondary faculty involved ranges from 20% to more than one-third. In order to accomplish such increased utilization it may be necessary, for example, to hold such faculty to 17 weekly hours, over four rather than five days, and 40 weeks (yielding 680 yearly hours as well as 160 contact days) as a way of accommodating the current contract maxima. Such practices, while clearly not the majority pattern of assignment, appear increasingly frequent and might be more so were the move to "non-traditional" modes of instruction more prevalent. In addition, assignments which provide for rotation of faculty into summer and substitute teaching assignments (notably in BTSD and other preparatory programs) exist which allow for increased utilization of annual hours, though at some cost (to both faculty and students), and constitute a third method of apparently increasing efficiencies. Such changes, and the difficulties in recording them systematically, may be pertinent factors in the apparent disparities in data on annual contact hours.

In sum, the data we have gathered and examined confirm that system-wide (both college means and aggregate groups), the assignment of annual instructional hours, in addition to weekly hours, is relatively close to the maxima allowed under the contract. Considerable variations, however, exist between and within colleges and we are unable to offer a comprehensive analysis of such variations in the more disaggregated data.

Student Contact

While class sizes and student contact are not contractually limited, such factors are among those most susceptible to quantification. While the committee heard much (from adminstration, as well as from some faculty) to indicate that measures, such as student contact hours in and of themselves, were not necessarily a good basis for comparisons, most colleges use such measures either as targets or for records (including facilities planning). We must note, however, the lack of comparable systematic data presented to us on the dimensions of class size, student contact, number of sections, different course preparations, field and/or clinical placement, etc.

Table 5A-9 shows 1983-84 average class sizes by college and category reported by administrators. post-secondary averages range between 14.5 (Northern) to 35.0 (Sir Sanford Fleming). Non-post-secondary averages range from 13.5 (Centennial) to 27.7 (Niagara). In addition to these differences, Tables 5A-8 and 5A-9 allow the reader to observe the similarly large differences in student contact hours that obtain at the various colleges, for both the six HRIS colleges and 1983-84 E/ERC samples.

Additionally with respect to measures related to class size, Table 5A-10 (A to G) provides comparative data on student contact hours/teacher contact hour ratios derived from the Ontario College Information System Multi-year Plan Analysis, including actual 1983-84 data. The data presents post-secondary divisions individually, thus allowing for observation of differences within groups for post-secondary faculty. We note also that the Ministry Task Force on Productivity Indices (MCU, 1984) employed such a measure as indicative of section size in their analysis of operating costs. Sub-table A indicates the figures for all post-secondary programs (including nursing). As these ratios show, the range for such programs extend from approximately 15:1 to 26:1, with nearly half the colleges showing increases of at least 10% from 1981-82 to 1983-84. If we examine the sub-tables for each division we can observe some of the constituent features of both the ratios and the changes. For applied arts (Sub-table B), the range in ratios extends from 15.9, (Algonquin) to 29.5 (Lambton) in 1983-84, with the majority of colleges showing increases of at least 20% (Humber's ratio increasing 72%) from 1981-82 to 1983-84. For business (Sub-table C) we can immediately recognize the larger ratios compared to Applied Arts; from 18.3 (Northern) to 37.3 (Centennial) in 1983-84; an increase of 36.5% at Conestoga being the largest. The ratios available from Sub-table D (technology) appear marginally lower by comparison, ranging from 15.0 (Northern) to 27.2 (Sheridan) for 1983-84. The range in nursing (Sub-table E) for 1983-84 extends from 9.4 (Northern) to 19.6 (Confederation). Since total retraining ratios are unavailable. Sub-table F shows ratios for full time adult training (regardless of funding source); the range observable is from 14.7 (Lambton) to 28.6 (Centennial) for 1983-84.

There are few consistent patterns from this data. Those colleges experiencing the largest increases in one division have not necessarily increased ratios similarly in other divisions. Those with the highest ratios for particular divisions have shown declines which, in many cases, still leave them at or near the top of the range. Such data may reflect the apparently different priorities between colleges in various program areas, as well as the individual mixes of supply and demand they represent (and attempt to accommodate). The variance within divisions cannot be observed nor can program specific factors affecting these ratios.

We must note, however, that for each division reported in the sub-tables, there exists wide variation between colleges, with ratios in some colleges fully twice as large as in other colleges.

In the absence of more comprehensive data and analysis, we can only note the variations experienced and assume that the impact of such ratios was part and parcel of the experiences we came to understand in the course of our discussions with both faculty and administration. As noted by the Ministry Task Force, such increases (on a system-wide basis) account for "more than 70% of the total reduction in unit teaching costs" over the 1978-79 to 1982-83 period (MCU, 1984:40).

While more extensive system-wide data on class size is not available, the six-college sample constructed by the ministry provides some additional tabulations of interest. As Table 5A-13 indicates, mean class size by program taught varies greatly by college, showing similar two-fold differences even among the six sampled in many program areas. Table 5A-11 indicates average class size by discipline and shows science, business and social science classes to be on average largest (over 25); health, technology, skilled trades and ESL to be the smallest (under 16). We assume this data to be accurate for the sample and colleges included, and the relative differences appear to be congruent with the other data we have presented.

Finally, the committee had the opportunity to gather some additional data with respect to class size and student contact, the patterns of which can be summarized briefly. The general perception of both faculty and administration at most colleges is that class sizes have increased over the past few years and in the majority of institutions; most indicated that this occurred at a specific point in time (either 1981-82 or 1982-83) as a result of funding pressures. Those with whom we spoke readily acknowledged that a particular form such pressures have taken is to admit and enrol first year classes at levels considerably higher than desirable (given the likelihood of attrition) in order to secure appropriate second and third year attendance. (This would not generally be the case in programs where enrolment is regulated, though we would note the extent, and impact, of selected over-enrolment in even these instances based on an additional 10% being funded under the current funding formula.) The mean class sizes cited above as well as those presented by college administrators tend to obscure the extent of variation which all acknowledge to be present in the individual assignments of faculty.

Three approaches to such individual allocations can be identified from our discussions with those in the colleges.

First, administrators at some colleges appear to work toward targets which allocate workload (through course assignments) in an attempt to equalize the distribution of students to members of a department. Such targets are usually couched in terms of SCH, either weekly or annually and (especially when annualized) tend to disregard differences in the nature of students, courses, preparations, etc.

A second approach is based on the establishment of relatively fixed ratios for particular programs. For example, many BTSD, ESL, BJRT and other federally funded programs appear organized around clearly identified numbers which are entered into seat purchase negotiations. Such numbers, however, vary considerably between colleges. By way of example, at different colleges we were told of actual ratios for ESL of 18:1 and 28:1, for BTSD 13:1 and 33:1, for vocational training 12:1 to 30:1. Such variations are neither evident from the aggregate data nor can we find an appropriate rationale. (When asked the basis for determining their ratios, both

faculty and administrators most frequently invoked "custom" or "history" as the reason. We were unable to discover the pedagogical assumptions underlying such customary practices.) In the majority of such instances, we were, however, also informed of gradual increases in ratios; and, when coupled with the realities of scheduling continuous intake programs, a number of colleges freely substitute faculty, double classes for periods of time, and add extra students where they deem appropriate in the form of fee payers (or provincially funded students; e.g., TUP, Youth Start).

The third approach to individual allocations might best be termed "near-random" as it allocates student and courses to faculty with less regard to their SCH totals. Rather, faculty expertise, preferences, or program generated needs are more central in determining assignments. The results at one college of such a procedure (which, unlike the first approach, seems more typical of smaller colleges), is a department with weekly SCH ranges of from 200 to 900 (or 6,000 to 27,000 annually). While such extreme variations may be infrequent, they are obscured by focussing upon college means. It became clear to the committee through the course of our visits and discussions that there are many differences both within and between colleges, not only with respect to actual student numbers by program but with the approaches taken to student-faculty allocations: systematic processes for determining contact appear either absent or arbitrary and the inconsistencies which have resulted should, therefore, be of some interest and no surprise. Each allocation, from what administrators told us, can be justified, if only by what is perceived to be necessary.

Preparation, Evaluation, and Total Workloads

The two E/ERC surveys established for many the concern with total workload and with at least two of its least tangible factors: preparation and evaluation. Table 5A-1 to 5A-6 report the aggregate data for both survey years by college and group. For hours of preparation, college averages reported range from 6 to 12 in 1981-82 and 8.5 to 12 for 1983-84. For post-secondary faculty, system-wide averages in 1981-82 were approximately 12 hours; in 1983-84 slightly less. Nursing faculty reported between 9 and 10 hours; non-post-secondary faculty just over 8 (both surveys).

The same tables report data on average number of different courses per faculty member; ranging from 3.2 (Conestoga) to 11.0 (Lambton) for the 1981-82 minus top and bottom file; the latter figure offering an example of the improbability of some of this data, especially when presented as a college average. For post-secondary faculty, 1981-82 figures are approximately 4.6; the 1983-84 averages of approximately one course less. Nursing faculty reported averages of three for 1981-82, slightly less in 1983-84. Non-post-secondary faculty averaged just over 3.5 for both surveys. The 1983-84 college administrators survey also indicated average number of courses per faculty, by group within college. Post-secondary faculty ranged from 2.6 to 5.0; nursing, from 1.6 to 5.0; non-post-secondary from 1.5 to 6.0; indeed a rather large range. The pattern of post-secondary faculty having more preparations than non-post-secondary pertains in most, but not all, colleges.

The patterns of reported experience regarding weekly hours spent on student evaluation

range from 5 to 10 hours. Average evaluation hours are approximately 8.5 for post-secondary, 6 for nursing and 5.5 for non-post-secondary faculty. Average hours of evaluation per week per different course (not per course section) increased by approximately one-third of an hour for post-secondary faculty, just over half an hour for nursing faculty, and remained constant for non-post-secondary faculty. Table 5A-12 shows average weekly hours of total preparation and evaluation for each group by college. (We again express caution regarding the limited number of nursing and non-post-secondary respondents at many colleges.) The range for post-secondary faculty shows a difference of nearly 10 hours per week between colleges for each of group 1, 2, and nursing.

The tables cited also indicate average total weekly workload by group within college, in which the average weekly hours for total assigned teaching duties (including instructional assignments) are added to the average weekly hours for preparation and evaluation. From Tables 5A-1 to 5A-4, we can observe differences of nearly 10 hours for 1981-82; 7 hours for 1983-84. Aggregate averages by group indicate that post-secondary faculty reported means approximately two hours greater than nursing and five hours more than non-post-secondary faculty (approximately 43,41, and 38, respectively) with a range of 10 hours between colleges for group 1 and nursing, five hours for group 2 in 1983-84.

As part of the ministry's sample of six colleges, related data was collected, particularly as it pertains to number of sections and courses. As Table 5A-8 reports, the average number of sections and courses vary widely by group; 5.79 sections for group 1 compared with 2.52 and 2.23 for group 2 and nursing respectively. Similarly, group 1 faculty averaged 4.1 different courses compared to 1.8 for both other groups. These differences in preparations are considerably larger than those reported in the E/ERC surveys, and are consistent at each of the six colleges. From Table 5A-11, we can note differences by selected disciplines. The number of sections varies considerably from 8.0 (applied arts) to 1.0 (ESL; perhaps an artifact of the coding and/or classification scheme used). business, law, science and social science faculty average more than five sections; health (mostly nursing) faculty appear to have the next least number of sections. Variation in the number of different courses show applied arts and ESL at the extremes, with health and skilled trades both having an average of fewer than three different courses.

A final dimension we can note from the six-college data concerns mode of instruction. While many administrators in the colleges expressed interest in non-traditional modes, the ministry data shows a pattern of more traditional instructional styles. Of nearly 7,000 instructional hours classified by mode, 82% were delivered in classroom modes, 9% in clinical and field practice, 6% in individual modes and 3% mixed. By group, 92% of post-secondary hours were classroom, 4% field placement, and the remainder individual and mixed. Non-post-secondary hours were 80% classroom, 15% individual, and fully 86% of nursing hours were classified as clinical. On a college by college basis, only non-post-secondary instruction at Durham differed significantly from the norm, with nearly three-quarters (73%) of instructional hours classified as individualized (programmed learning). While this data (MCU, 1985.R135) is far from complete both with respect to sampling and system coverage, it provides some evidence of the nature of instructional assignments in regard to teaching modes and represents the only available data on this. We, of course, cannot determine whether the actual delivery of any or all of the hours indicated (for example, as lecture, lab or shop) are different from "traditional" lecture, lab or shop instruction.

nor how they might differ. We can only assume that any instructional innovations occurring are either at other than these six institutions, or are included in the less than 10% of hours the data reports.

The committee's visits to the various colleges can neither confirm nor deny the extent of preparation and evaluation nor the numbers of sections and courses faculty reported in the E/ERC surveys. A significant proportion of faculty had more than three preparations. Most of the nearly 600 faculty reported four or five, few as high as eight. Program faculty (as opposed to those teaching only "core" subjects across a range of programs) indicated a greater number of different preparations and over a wider range of areas, related to the needs of the program. This was especially true in smaller colleges where the number of faculty associated with a given program is small and the number of repeated courses therefore limited. Where theory and lab courses are part of the same instructional assignment, as is often the case, the number of different preparations also tends to increase and, particularly for retraining faculty, many of these are not necessarily seen as different preparations, but merely part of being "on duty".

For a large number of faculty, the number of preparations was most significantly affected by changes in course hours. The changes from five four-hour courses to six three-hour (and perhaps one two-hour) courses brings with it an increased number of sections and can also involve additional preparations. This perception was offered the committee by both faculty and administrators.

A particular category of problem concerns the many faculty teaching ESL, BTSD and other preparatory programs. While many colleges claim all such work to be individualized, student-paced learning, it is clear from reports by both faculty and their chairpersons that increasing numbers of "lectures" or group sessions are being used. These clearly involve preparations of a somewhat different nature, particularly construction of exercises of different kinds and the production of other materials. Faculty and administrators in post-secondary, individualized programs cited similar circumstances. We are unable to compare the four or five more typical preparations with six, seven or more shorter classes. We have little doubt, however, that such matters are indeed a factor in the instructional assignments of many faculty, have become more frequent, and apparently have their origins in efforts by administrators to more efficiently utilize current faculty.

With respect to the patterns of student evaluation reported to the committee by both faculty and administrators, we note the widespread practice of adjusting to what is perceived to be increasing workloads by, amongst other means, reducing the number and scope of assignments (in both lecture and lab/shop modes) and by employing more objective assessment techniques. To most faculty, such a change represents a perceived retreat from their professional views of appropriate pedagogy and many, though certainly not most, administrators concur in this perception. Both preparation and evaluation are merely implied aspects of instructional assignments and are, in part, the result of other implicit dimensions to which we now turn.

Before doing so, we must reiterate our major concern with respect to all the above data: the appearance of large variations between colleges. While we cannot explain such differences on any number of measures, we must raise the question as to whether these reflect substantial inequities or vastly different circumstances, that have apparently given rise to the wide range of patterns to which we have alluded.

As indicated above, the nature of what both faculty and administrators consider to be included in common sense notions of "workload" extend beyond the contractually stipulated criteria embodied in article 4.01 (i.e., teaching hours per week, teaching hours per year and contact days per year) to include those features referenced in article 4.02 (iii)(a)-(j). A few of these aspects (those cited above) are, on face value susceptible to measurement (e.g., class size, number of subjects). Most, however, are less definable and are a source of considerable concern for faculty, less so for administration. The fact that it appears difficult to interpret such aspects as contained in 4.02 does in no way indicate their irrelevancy to workload, but rather the unsystematic way that they are treated under the current contract. By way of example, we can comment on a number of apparently indeterminate features of workload which are of consequence to this discussion and which reflect serious ambiguities in the application of article 4.02.

Nature of Subjects

In our discussion with faculty in the various colleges, it became clear to us that the nature, rather than solely the number, of subjects appears to play a significant role in how workload is assessed. Several factors impinge on the commonsense notion that courses in the same department, or even with the same title, are equivalent in terms of necessary work seen to accompany particular assignments. Simple examples of this might include: level 2 BTSD as different from level 3 (or 4), a distinction made in a number of colleges through allocating different class sizes to the different levels; additionally, a course in report writing differs markedly if taught to post-secondary technical students as opposed to retraining technical students, or to retraining business students; psychology taught to applied arts or to business student; ESL classes which combine levels and those which are essentially homogeneous. Such differences in the nature of the subject are understood and felt to be important to faculty (and some chairmen). The concern is usually voiced as the need to consider the courses as separate and different rather than simply as two sections requiring comparable effort.

Program Organization

The problem of variation between subjects is further exacerbated by a second major aspect: program organization. The case of the number of federally-sponsored programs which operate on a continuous intake basis and where it is difficult to define discrete "courses" provides a first example of such program organizational features. Faculty in such programs, as well as in some "independent learning" situations, are increasingly called upon to "lecture"; i.e., to provide group instruction in addition to their continuing tutorial responsibilities. According to both faculty and administrators, these occasions are becoming more prevalent and in many cases formalized through time-tabling. The units, however, are generally smaller (e.g , one-hour blocks) and the range of preparations considerable. While all those we spoke to consider these to be direct assignments, the necessary and incumbent responsibilities of planning, preparation and evaluation are constrained (and complicated) by the continuous intake nature of the programs, the range of subjects (which varies widely between programs and clientele) and the fundamental unpredictability of particular needs for a given and, in some cases, highly transient cohort.

Other aspects of program organization, in addition to continuous intake programs, have a direct bearing on assignment and can be referenced briefly. The organization of co-operative education schedules contributes to an apparent unevenness in instructional and supervisory assignments, which is not necessarily a source of inequity, but certainly provides a significantly different pattern of assignment than more typical semester scheduling. Faculty involved in these programs describe a lengthening in the span of weeks assigned, though not necessarily in the total number of teaching weeks. When teaching and field supervision are added, it appears that a lengthening of the "contact year" results which is likely to be obscured (when measured by instructional hours) in computations employing the rolling average as well as in the variety of formulae employed in assigning co-op supervision. In examining four different models for organizing co-operative education, Stoll and Stokes (1984:26) show a range of from 37.5 to 45 weeks per year and from 510 to 770 contact hours, both of which differ markedly from traditional post-secondary program organization. Neither our sample nor any other data we have seen has been sufficiently extensive to provide a systematic analysis of such program organizational effects.

An additional organizational feature complicating instructional assignments concerns the more recent development of non-semestered, post-secondary programs. Unpublished data made available to the committee indicates such purchases accounted for approximately 2.2% of 1983 post-secondary enrolment across the system and as much as 5.1% at particular colleges. As in the case of co-op programs, we have reason to assume that for faculty involved in such programs, there has been a lengthening in the contact year which may result in an increase in annual contact hours (without exceeding either weekly or annual maxima). As part of such assignments, those faculty we spoke with were concerned about the extension of contact weeks into what has been traditionally professional and curriculum development periods, without the provision for equivalent blocks of time (rather than weekly allotments). Again, systematic data on such sub-groups is difficult to find and, in its absence, it is merely appropriate to indicate that such programs provide for a different pattern of assignment from that of traditional, post-secondary faculty.

Nature of Students

A third and related category of distinction concerns the nature of students (rather than either subject or organization). This dilemma concerns the commonly held perception on the part of both faculty and most administrators that the calibre (if not suitability) of entering students is inappropriate for many programs and certainly greater numbers of students are perceived to be ill-equipped to meet the expectations of first year course work, compared to previous years. (We discuss the role of the funding formula and enrolment pressures in a later section.)

Twaits (1984) reports the reading scores of approximately one thousand post-secondary students (across all programs) entering Mohawk College, over each of the past five years. As can be seen from Table 5-14, the proportion of those with less than grade 9 reading levels has increased from 7.5% (1980-81) to 13.0% (1984-85). Similarly, those reading at the college level have declined from 50.0% (1980-81) to 41.0% (1984-85). More than half (51.5%) are reading below the grade twelve level; more than a third (37.1%) below grade 11 and more than a fifth (20.7%) below grade

10. Faculty and administrators at Seneca College indicated to us their estimates of approximately 25% at or below grade 9, 50% between grades 9 and 12 and 25% at or above grade 12. Centennial College chairmen estimated 20% at or above grade 12 levels; 40% between grade 9 and 12 and 40% at or below grade 9. Finally, Sheridan College faculty estimated 30-40% at mid-grade 10 levels. In addition, the Mohawk data indicates that first year science and technology students are somewhat more likely to have lower reading levels (25.5% at or below grade 9) compared to applied arts and business entrants (21.1% at or below grade 9). In sum nearly one-quarter (23.2%) of non-health sciences entrants appear to be in need of significant remedial assistance if they are to stand a reasonable chance of success in their post-secondary programs.

The effect of increasing numbers and proportions of such students, spread across the range of post-secondary programs is seen by faculty and (some) administrators as a significant factor in altering the nature of instructional assignments given faculty. As their numbers increase, these "weaker" students not only increase workloads in preparation and evaluation but they also appeal to faculty for increasing amounts of personal assistance; and, in many cases, large-scale changes to curricular content and delivery are made in order to accommodate the needs such students bring to their studies. In addition, many faculty indicated their concern that they were less able to allocate time to "better" students who fully deserved their interest and attention. Among the curricular changes seen to be necessary are alterations in content apropriate to classes which become considerably more heterogeneous by virtue of the broad range of skills and abilities which would be evidenced by those with "college level" preparation and those who may be "functionally illiterate" (i.e., less than grade 9) attending the same class, including for example substantial rewriting of course materials.

Attempts to provide for more homogeneous classes are difficult to achieve given the extensive range of offerings, time-tabling mechanics, and what appears to the committee to be a lack of academic leadership with respect to this issue at the college level. Indifference centrally allows for a continued lack of policy to accommodate the changing nature of student abilities. Clearly, if the system as a whole is faced with the potential of declining enrolments (see Appendix VI), and much evidence exists to suggest that applications in numerous program areas are significantly down over the past two years, it is likely that both the problem and the consequences of such changing abilities will be exacerbated.

Certainly, it is difficult to deny that such changes are in fact having an impact on workload. In the absence of more thorough analysis, however, we can only conclude that while effects are not clearly understood, the changing ability level of students has become a factor of some relevance to the nature of instructional assignments for a large number of faculty throughout the college system. At present, this concern is neither explicitly considered in defining instructional assignment, nor is it likely to be accommodated when pressures continue to define assignments almost exclusively with reference to instructional hours.

Expertise of Faculty

A fourth factor difficult to measure and perceived to have a direct bearing on the nature of instructional assignments concerns the expertise that individual faculty bring to their teaching. Two specific aspects merit brief discussion: the assignments of new faculty, and assignments involving new technology.

With regard to the former, we must note the consistency in patterns of assignment, both between and within colleges, that finds new faculty assigned an equal number of weekly instructional hours as their more experienced peers (which, for the vast majority of faculty are at or close to the contract maxima). The data collected by the ministry shows no differences at the six colleges in assigned hours by seniority for groups 1, 2, and nursing (HRIS: Report R114), nor in average contact days per year, contact hours per year, student contact hours per week, number of different courses or number of new courses (HRIS: R127).

Our own discussions with faculty and administrators confirm this lack of difference and many perceive that new faculty, including both sessionals and regular staff, indeed carry more onerous workloads, given the common practice of assigning such faculty those residual ("leftover") courses that regular, more senior faculty do not wish to teach. This situation is compounded by the fact that most new faculty would not have accumulated much in the way of learning materials appropriate to their students (in circumstances where they do in fact have any advance knowledge of who their students will be). One telling example of such a case was offered by an aviation electronics instructor at a large college who recalled that, some four years earlier, he had been hired to teach in a federal Department of Transport approved and sponsored program in maintenance of electronic aviation equipment and found no curriculum materials, merely the manuals received from the equipment manufacturers. He noted that if students were able to work with the manuals they would have little need for instruction in anything other than technique, but the very theoretical and conceptual grounding they needed to learn was assumed in the manuals. He was given a "normal" teaching load of 18 - 20 hours. While his situation may be taken to be somewhat more extreme than that of the majority of new faculty, the numerous faculty and administrators we spoke with acknowledged the difficulties faced by those new to teaching.

The second aspect of faculty preparedness which has a direct impact on assignment concerns the implementation and utilization of new technologies. This should not be seen as limited to the (comparatively few) instances of wholly new courses and/or programs developing around specific technologies (e.g., CAD/CAM), though these instances provide the most direct examples of the additional responsibilities which are subsumed under the instructional assignment, whether or not they are credited as such. Those faculty teaching in such programs are routinely expected to master new equipment in exceedingly short periods of time (e.g., a one-week training course in robotics, sandwiched between teaching weeks) and be sufficiently competent to then teach others such mastery (including theoretical and practical applications). Such situations, though not numerous, were cited in nearly all colleges and represent the shortest of planning horizons. However, they also represent a very real (and generally though sometimes reluctantly accepted) addition to the assignments of faculty.

More numerous are the instances of new equipment (laboratory, computer, word processing,

etc.) which calls on faculty, by its very presence and the very real expectations of students, administrators and faculty themselves, to "adapt" course work (including lab exercises, and other course assignments) to such technology. Such curricular renovations are necessary if technological currency is perceived to be important and, in the many instances where it is, faculty appear to consider the various stages in its implementation to be at least implicitly assigned. Few faculty expected to be more than one or two steps ahead of students in such matters. Most expressed some doubt that administrators appreciated that the purchase (or bequest) of any equipment assumed certain necessary steps for its productive use.

Those we spoke to, faculty and administrators alike, referenced particular examples of short-term funding which the college sought and accepted (from employers and governments) to provide training on short notice which necessitated last-minute preparation and shifts in assignments. Given the vagaries of such contracts, those affected (mostly, but not exclusively, in some non-post-secondary areas) have indeed come to accept the inevitability and unpredictability of such disruptions in "normal" assignments. No administrator openly challenged the appropriateness of accepting such funding (or equipment), though most acknowledged its (potentially) disruptive effect. The assistance provided faculty in accommodating such assignment changes appears to have been minimal, yet both faculty and many chairmen frequently cited the (perhaps unintended) consequences of new technologies and equipment on course content, preparation, and delivery.

It appears that, at many colleges, space and equipment utilization has increased significantly over the past few years, commensurate with respective enrolment increases in particular programs. This has, unfortunately, led to a situation where resources are more continually occupied leaving little (if any) "free" time for either maintenance (often the stated or implied responsibility of faculty) and resulting in less equipment being actually available than is officially present. The committee is unable to assess the extent of this problem, or the time needed for faculty to prepare new equipment based activities, e.g., labs, computer programs, etc., on the actual equipment to be used by students. Whether these assignments (e.g., mastery of new equipment, construction of altogether new laboratory assignments, etc.) are seen to be "ancillary to instructional activities" part of "necessary academic preparation", the "availability of technical and other resource assistance", or "other assignments" (as per the respective items in article 4.02) may be a matter of some consequence in a contractual sense. However understood, the circumstances and situations described are perceived to be part and parcel of the assignment, which faculty perform and are calling on the college community to acknowledge.

Relationships with Students

A fifth, and final, element in perceived assignments concerns the nature of student contact and aspects of the relationships faculty are called upon to pursue both implicitly and explicitly. Several examples can be offered for consideration. Faculty involved in numerous programs are called upon to perform tasks related to the screening and selection of students. We were told by the faculty and chairman in one applied arts program that they received some 1,100 applications for 40 first-year places and that, even after screening and testing, two weeks of individual and group interviews were necessary for selection.

Nursing instructors (and others involved in direct employer based training placements, such as co-op faculty in both business and technology and applied arts faculty involved in field placements) are routinely expected to (a) find appropriate field placements; (b) maintain constructive and cordial relationships with "host" agencies and their personnel; (c) supervise the educational content of the experiences in order to ascertain the extent to which specific educational objectives are being met; and (d) evaluate students for the skills they are expected to acquire and/or develop in such contexts. In all instances where such work is incumbent in their assignments, both faculty and chairmen we spoke with emphasized the variance between the allocation of "paper" time (i.e., contact hours) for such tasks and the actual time involved in performing such functions. It was of some surprise to the committee that in no instance did either chairmen or faculty suggest that the apportioned assignment bore any relationship to the tasks implicitly (and in some cases, explicitly) necessary to carry out the assignment. While most institutions appear to have either formal or informal equivalencies for the computation of time external to the classroom, neither chairmen nor faculty involved felt such mechanisms to be effective.

A second element of student contact implied in numerous instructional assignments concerns what is generally termed "counselling" or "tutorial" functions. While it is generally assumed that such matters are part of "normal" teaching responsibilities, circumstances such as particular programs, targeted at specific client groups, have called into question this relationship. For example, it is generally assumed that the "weaker" entering students (e.g., those cited above with reading and/or math difficulty) require additional contact time if these students are to be successful. Providing for such contact is considered by many faculty (and some administrators) to be a responsibility of faculty if their assignment is to be professionally undertaken. In addition, and most particularly, faculty in college preparatory, BTSD, ESL, and similar programs are cognizant of the social and emotional factors affecting student performance in these and like programs.

While many faculty and administrators suggested that increasing student-faculty ratios make such needs more difficult to meet (and some went further to question the appropriateness of faculty assuming such a counselling role for larger numbers of students), few questioned that faculty have historically considered this an element of their respective assignments and acted accordingly. Neither administrators nor faculty suggested ways to adjust either faculty or student expectations for such attention. Rather, our respondents were simply unclear as to how (or even if) such changes could be effected if the mandate of such programs, and the assignments which they generated for faculty involved, were not altered substantially.

We did not inquire of either faculty or administrators the extent to which they perceive an erosion in the level of support services made available to student (e.g., counselling ratios, remedial services, etc.). We were informed, however, of the pressures placed upon faculty to address student concerns. The objects of such pressures appear, in many cases, to be program coordinators (in those colleges which employ these) and those assuming class advisor roles, either formally or informally. Coordinators are typically given teaching hour reductions as well as step level increases in recognition of this (and other) responsibilities. Data from the two E/ERC workload surveys show that system-wide post-secondary coordinators averaged 15.5 instructional hours in 1981-82 and 15.81 in 1983-84; non-post-secondary coordinators 18.1 and 18.55 respectively in the

two survey years. Those coordinators we spoke with perceived the reductions in their assignments to be insufficient to compensate for the extent of other assignments and responsiblities incumbent upon them. (The 1983-84 survey differences between coordinators and other faculty, for example, was 3.04 hours for post-secondary and 2.26 hours for non-post-secondary, system-wide). Those we spoke with also indicated their belief that numerous "administrative" functions (e.g., scheduling) took precedence over student liaison activities, at least reflecting their chairmen's priorities, if not their own. Students, on the other hand, view the access and consideration given their collective and individual concerns by both coordinators and course or program advisors as being of great importance. Students made the committee aware of the effects of reductions in the number of coordinators occurring in some colleges, and we appreciate these concerns and their impact on the assumed (if not assigned) responsibilities of more typical faculty.

There is no objective means of measuring the impact and effectiveness of contact with students and the development of ongoing relationships between faculty and students. Certainly there is great difficulty in separating the effect of formal instructional time from informal time, facilities, or personal factors in assessing educational effectiveness. Most faculty feel that the importance of developing relationships and spending time and energy in contact with students has been demeaned, perhaps because it is simply immeasurable. Regardless of its measurability, such contact is perceived to form an integral part of instructional assignments, assumed but unrecognized in the contractual relationship.

Instructional Assignment Procedures and Faculty Perceptions of Institutional Assignment

Introduction

Mr. Justice Estey in his interest arbitration award of 1975 observed that "the outstanding characteristic of a CAAT is the diversity of programs and hence the diversity of demands upon its instructional cadre" (p. 79). Moreover, he observed that any agreement regarding instructional assignment must also recognize that each college will have characteristics which differ from some or all of the other colleges. Given such a complex set of conditions, Estey declined to develop a detailed formula by which instructional assignments might be determined and chose instead to enumerate a set of principles to guide the process. These principles are reflected in article 4 of the current contract. This article not only establishes the maximum number of teaching hours per week and per year but also outlines in 4.02 the procedure by which apparent inequitable instructional assignments might be reviewed, as described in an earlier section.

In its deliberations on claims of inequitable instructional assignments, a College Instructional Assignment Committee is expected to take into consideration the implications of the variables listed in the article. No such suggestions are made in the contract with respect to the process of developing instructional assignments. One must therefore assume that administrators should also be guided by the variables contained in article 4.02 when planning instructional assignments.

If this assumption is correct then several questions arise for which answers should be sought. The questions of particular interest to the committee were:

1. To what extent do administrators use the variables listed in article 4.02 in planning instructional assignments?
2. What other criteria are used to make instructional assignments?
3. In what ways are the unique features of colleges and programs reflected in instructional assignments?

In an attempt to seek answers to these questions, the committee reviewed actual instructional assignment practices within each and every college. The views of both faculty and administrators were sought through a series of interviews in programs. Some of these programs, such as helicopter pilot training, were unique to a particular college; others, such as nursing programs, are to be found in most colleges. Further to these interviews, information was provided by those faculty members who were selected on a random basis to meet the committee. Although we were not able to interview all of the faculty we had asked to participate in the investigation, we do feel confident that the views of those who participated enabled us to obtain a measure of the diversity that exists in both instructional assignments and the manner in which they are made.

Criteria for Instructional Assignments

Not only does the college system of Ontario consist of 22 unique institutions but each college offers its own diverse array of programs. Given this wide diversity of programs, Gandz (1981:5) poses the following question: How, for example, can one compare the workloads of a teaching master in basic mathematics with someone teaching clinical nursing, with someone teaching plumbing, or with someone teaching English as a second language? To complicate the task further, other factors such as class size, student evaluation, and amount of preparation must also be recognized.

It is because of this level of complexity that no precise formula has been developed which is acceptable to both parties. Instead, we have a number of variables listed in article 4.02 which serve "to promote good quality teaching (and) ensure a reasonable, economical and fair distribution of work among teachers" (Estey, p. 98). If these two principles are the guides for the establishment of instructional assignments then a review of instructional assignments both within and among colleges should reveal some differences, whether they be among programs or among colleges. Any pattern of differentiated instructional assignments would provide some evidence that indeed the variables in article 4.02 were being seriously considered when determining instructional assignments. In other words, if factors such as mode of evaluation or instruction, class size and preparation time are taken into consideration, then the number of teaching hours should vary depending on the nature of the course or program and the expertise of the instructor.

The experiences of both faculty and administrators that were related to us during the many interviews would indicate that such variables are seldom if at all used in determining instructional assignments. Examples such as new instructors teaching at less than the maximum level were so few that we may conclude that they were the exceptions which confirmed the rule. Some administrators did express the wish that they could staff programs giving due consideration to the factors contained in article 4.02, but other demands and expectations precluded such practice.

The actual situation would appear to be one in which chairmen and coordinators are charged with the task of assigning the maximum number of teaching hours permissible under the agreement to each and every faculty member. This perception is supported by the 1984 workload survey data presented in the previous section of the report. What then are the criteria used for staffing?

The general response of faculty to this question is best summed up by a faculty member who observed: "The only thing they (administration) understand is dollars and cents". There is no doubt that the staffing procedures are determined primarily by budgetary considerations, and one obvious consequence is the apparent necessity to ensure that faculty are teaching to the permissible maxima.

Faculty perceive that all levels of administration are compelled to show improved "efficiency" or "productivity" with little or no consideration of the effect of heavy instructional assignments on the quality of education. The most common way in which budgetary factors predominate in the instructional assignment process is through the extensive use of student contact hour (SCH) measures.

Most colleges have determined the average number of student contact hours per year for

each instructor, to ensure that annual expenditures and revenues are balanced. The actual figure varies from college to college, depending on scale of operation and level of funding. The average annual SCH seems to range between 9,000 and 18,000. Regardless of the value, these figures tend to become targets that must be reached when staffing.

Throughout our visits to the colleges, we were constantly reminded of the complexity and diversity of the college system and the need for flexibility in dealing with local issues including instructional assignment. One would therefore conclude that the criteria used to establish instructional assignments would either vary in content or emphasis. Our observations, based upon the interviews, would suggest that this is not the case. Rather, it would appear that the predominant criteria used in staffing programs were the constraints imposed by the funding mechanism.

By and large, faculty recognize that CAATs do not have unlimited resources. However, what is disconcerting to faculty is the continuing preoccupation of administration with lowering operating costs per student by ignoring or disregarding important factors in determining instructional assignments and thereby placing in jeopardy the quality of education. As the dominant strategy for instructional assignment is to ensure, where possible, that every instructor will be assigned to teach the maximum number of hours permissible, the colleges may have lost flexibility to meet unique teaching situations and cannot devote substantial levels of manpower to undertake significant developments in curriculum or pedagogical development.

Instructional Assignment Procedures

It was a basic premise of the committee that a complete review of instructional assignments could not be limited to those relevant items contained in the collective agreement. We sought the views and perceptions on all matters we felt had a significant bearing on instructional assignment. Of particular concern to the committee was the manner in which instructional assignment decisions are made and the consequences of such decisions. After all, the process is an attempt to undertake a delicate balancing act taking into consideration: the interests of the individual teacher with respect to equity; the concerns of all teachers as a group regarding a fair and reasonable distribution of work; and the available resources of the college itself (Whitehead, p.44). If the process is not sensitive to this balance, then dissatisfaction can arise very readily among the faculty if their concerns are not recognized or among administrators if they lack the resources.

No single approach or method is used in the determination of instructional assignments. In programs where only two or three faculty members are involved, it would appear that the requirements of the program more or less establish an individual's teaching commitment. Consequently, a person will often teach the same courses from year to year because of his or her expertise. In these situations the coordinator's or chairman's task becomes one of confirming the courses to be taught by an individual.

In the larger programs where options can exist with respect to the number of different courses or the number of sections of the same course, a range of approaches are used to establish teaching commitments. In some programs, the administrator employs a highly collegial approach in which he or she consults with faculty at each step of the procedure. Administrators in other

programs may choose an extremely autocratic style of making instructional assignment decisions without consultation, merely informing the faculty of their teaching commitments. Within these extremes, one can find chairmen or coordinators who undertake some limited consultation with faculty in their deliberations.

With the exception of health science programs, no single approach to assigning teaching commitments seemed to be associated with certain programs. The instructional assignment procedure employed seemed to be the one with which the chairman or coordinator was most comfortable. However, the delivery of health science programs, and in particular nursing, seems to demand a high level of cooperation among faculty. As a consequence, it appears to us that in such situations the instructional assignment process was highly consultative.

Perhaps the most common approach taken in other programs is for the administrator to develop a list of courses to be taught in the coming academic year and to distribute it among faculty asking them to indicate their teaching preferences. Once this step is completed, the administrator then creates the draft plan of teaching assignments for each faculty member. At the end of this stage the coordinator may meet with each instructor privately or inform them in writing of their assignment for the coming year. Should a faculty member feel that the assignment is inappropriate, each may voice their concerns to the coordinator who then decides what adjustments, if any, are to be made.

Few comments regarding instructional assignment procedures were made by faculty. It is not entirely certain whether instructors were satisfied with the process or whether they were more preoccupied with other factors such as increasing class sizes and reductions in class time for course work. Given the fact that every one was expected to teach at the maximum permissible level, all too often faculty perceived the assignment procedure to be one of scheduling and the administrator responsible was seen as a scheduling clerk. One instructor felt they were "over-managed" and "under-consulted".

While reaction to this process seemed limited, it is important to note that the perceived lack of flexibility in assigning teaching responsibilities has contributed to the development of a widely held view of chairmen and coordinators. By and large, the incumbents of these positions are not held in high esteem although there is some sympathy for them. Essentially, these administrators are seen as representatives of senior management charged with the responsibility of ensuring that established "production" quotas or staffing levels are attained. The apparent preoccupation of senior administrators with numbers, productivity, and efficiency has created low morale and a sense of cynicism among faculty, if not chairmen as well, with the result that faculty's confidence in the senior level of administration is low.

Although faculty recognize most of the constraints within which chairmen and coordinators must operate, they feel that there is a distinct lack and, even in some situations, a total absence of academic leadership. This view is strongly held by many of the faculty with whom we spoke, primarily because they sense that these administrators are reluctant to deal with educational issues such as quality. The position of faculty is best summed up by an instructor who felt that administrators were keen to demonstrate to their superior that they can be "efficient" managers but were reluctant to communicate information upward about the negative impacts on academic programs when decisions are based upon purely financial reasons.

It was evident to us that faculty want the first-line administrators to be academic leaders, who are able to represent them on academic issues, rather than scheduling clerks, which seems to faculty to be more often the case. This observation does raise some concerns about what senior administrators expect of chairmen and coordinators and the process employed to select them. It appeared to us that the more experienced educators were not willing to accept these roles partly because the additional remuneration did not compensate for the change in status and assumption of more "headaches" (as well as loss of vacation). This situation is somewhat disconcerting and may be a contributing factor to the lack of academic leadership.

Earlier in this section of the report it was suggested that factors other than teaching hours should also be considered in the instructional assignment process and were of greater concern to faculty than the actual methodology applied in arriving at teaching assignments. It would therefore be appropriate to review these concerns at this time. Some of the issues have a direct bearing on the actual instructional assignment while others deal with constraints placed on the instructional assignment process itself.

Instructional Assignment Constraints

Perhaps the most frustrating aspect of instructional assignment procedures centres on the time when faculty are notified of their teaching assignments. So many faculty members expressed resentment about receiving their actual assignments only several days before classes were to begin that it would seem that this situation is common throughout the college system. No doubt the delay may be partly attributed to the uncertainty of enrolment. However, administrators should have gathered sufficient experience in these matters to be able to provide more advance notice to faculty of their instructional assignments. Such notice could be given on the understanding that certain courses may be cancelled or changed if there is insufficient enrolment. For the most part, it would seem that the programs themselves would obligate the college to provide most courses regardless of enrolment. The more uncertain matter might be the number of sections of a particular course to be offered.

It would appear that architectural limitations are being either strained or ignored in striving to increase class sizes. Instructors in virtually all of the colleges could readily provide examples of classrooms that could not accommodate properly the number of students assigned to a course. The result was that students were required to sit on stairs or stand during the class. Some of the large classes were established on the assumption that within two or three weeks of the start of the semester sufficient students would have dropped out of the course so that facilities could readily handle the remaining students. It is not certain what effect the overcrowding of classes has on the attrition rate. Needless to say, physical limitations of classroom size and available furnishings are not always taken into consideration when establishing instructional assignments. It would therefore appear that constructed, classrooms were designed to accommodate an optimal class size or what was then considered ideal or appropriate. Today, it would seem that those class sizes are being exceeded on a regular basis, particularly in first year courses.

A similar situation is being faced in the laboratories and workshops. An example was provided in one college where some laboratories designed to serve 20 students now handle 25

students. Likewise, a faculty member at another college provided an example of a laboratory with only 17 work stations which serves 30 students. The students at a different college referred to two studios built to hold four to five students and being used to serve 70 students in a course.

Of equal concern to instructors who use laboratories or workshops is the lack of maintenance of equipment and the difficulty in obtaining replacement or updated equipment. Faculty recognize that programs using the newer technologies, especially computer technology, have few, if any, problems in acquiring new equipment. Where the difficulty lies is in the more established technologies such as mechanical and some electrical programs where changes have not been as dramatic as in other technologies: the equipment originally installed is difficult to maintain and does not reflect the state of the art in industry. Thus, students are required to train on equipment which may no longer be in use in the workplace.

Both the crowding of workspaces and the age of the equipment do raise important matters which concern faculty deeply, with respect not only to instructional assignments but also to the quality of education received by the students. These concerns seem to be well founded and legitimate. A primary concern of faculty is for the physical well-being of students in the laboratory or workshop. As more students are placed in these special function settings, direct supervision of students to ensure that adequate safety procedures are followed is made more difficult. Moreover, in a crowded situation the possibility of accidents is increased and student safety is a growing concern to faculty.

It would appear that a very fundamental principle of the educational philosophy of the colleges is that the most appropriate learning mode is one which permits students to learn through experience in a "hands-on" situation. Although the committee did not examine curriculum documents, it did gain the distinct impression that a substantial component of the curriculum was devoted to laboratory, studio, clinical, and workshop settings in order to provide opportunities for practical experiences. What seemed to be most frustrating to faculty was that despite the apparent commitment to an experiential type of education, the instructional assignment process was being employed in such a way as to limit the opportunities for this type of education. The resulting lack of appropriate equipment in acceptable condition and the crowding of facilities were seen by faculty as contradicting a basic principle and characteristic of the colleges. Thus, their concerns were not limited to matters of workload but extended to the related issue of quality of education.

In addition to the physical restraints, faculty have the distinct impression that many students entering the colleges are either not as well prepared or as able as students of previous years. At most colleges, a commonly held belief is that students require more individual attention than in previous years, which has obvious implications for workload if such help is to be provided. Some faculty feel that the funding mechanism encourages colleges to increase enrolments to a point where, in the estimation of one instructor, up to 30 per cent of the students in his program lack the necessary preparation or ability given the current structure of the program. An instructor at another college observed that the problem of poorly prepared students is increased by the practice of having large classes for first year courses. Student council members also brought to our attention the plight of "border line" students posed by large classes. They pointed out that not only were such students reluctant to ask questions in class which would bring attention to their lack of preparedness, but they also found that instructors could not devote additional time for these students.

It is important at this juncture to point out that faculty were not being critical of students' abilities but rather of the college system itself. It is readily acknowledged by most faculty that colleges were established to provide an alternative post-secondary education for those students not suited for or interested in a university education, and that they should continue to play this role. In fact, a considerable number of college programs have an open door policy. What is of more concern to instructors is that although they sense that the overall quality of students is declining, virtually no provisions exist to enable the students to overcome their deficiencies. They find it somewhat contradictory to see class sizes increasing and sense a corresponding decline in the preparedness of students. What was once an "open door" policy is now being viewed as a "right to fail" policy. Such an approach not only is deleterious to the morale of students and faculty alike but also creates an inappropriate obligation for faculty to provide more assistance than can be reasonably expected. In other words, the informal workload component is increased.

Both the strength of this belief and the extent to which it is held by many faculty members do not necessarily mean that students entering the colleges today are significantly less able than those of five to 10 years ago. It is possible that we are experiencing the "golden age" phenomenon which produces a hindsight vision of better times and conditions. Although the committee presented some data earlier which indicates a decline in the reading levels of incoming students, the committee recognizes the limitations of this data and urges the colleges to develop better ways of monitoring changes in student competences.

Instructional Assignment Practices

Regardless of the reasons, it would appear that a number of instructional assignment practices are developing to which many faculty object. These developments not only have an impact on workload but, in some cases, affect the level and quality of education received by the students. It is impossible in the time provided the committee to determine how extensive these practices are, but it would appear that most, if not all of them, are employed by all of the colleges.

The phrase "nickel and diming" was mentioned frequently by instructors and was directed towards a number of practices designed to improve "efficiency". Perhaps the most appropriate example of this type of activity is the manner in which the maximum number of teaching hours is determined. Some administrators take the position that the maximum number of teaching hours is based upon the guideline that a class hour contains only 50-minute periods rather than the class assigned hour. In this way it is possible to assign an instructor an additional course to his or her teaching assignment. However, workload is increased not only by the contact time but also by the additional hours required for preparation and student evaluation. Moreover, this practice fails to recognize the informal education that often occurs prior to or at the conclusion of a formal lesson. Faculty see this practice as just one more example of administration's preoccupation with productivity and efficiency to the detriment of educational quality.

The view that the productivity drive or the passive acceptance of inappropriate levels of funding by administration is having negative effects is reinforced by the unilateral decisions in recent years to reduce the number of instructional hours in a course. The faculty at one college reported that arts elective courses were reduced from three hours to two hours per week, a 33 per

cent reduction in instructional time. While all courses in the college system were not reduced to this degree, many instructors experienced significant reductions in course time. The net result of this action was to make available more faculty time for teaching additional courses. The matter of curriculum changes as a result of this decision did not, in the minds of faculty, concern administration. Consequently, it is not really known just how many instructors undertook to convey the same amount of knowledge in a reduced time period and how many made corresponding cuts in course content. The signal once more received by faculty was that quality was of little importance.

One might expect that the use of practices which free up a significant amount of instructor time would result in more courses and sections being offered and thus that class sizes would not have to be increased. This does not appear to be the case. Over the past few years it would appear that all colleges have experienced a general increase in class size. As was pointed out earlier, classrooms cannot always accommodate the numbers of students in a course. While overcrowding is of concern to faculty the more important issue is the continual increase in class size without any apparent consideration being given to the upper limits.

What has been stated about lecture class sizes applies equally to laboratories and workshops. Furthermore, similar concerns have been expressed about the slower but persistent attempts to increase the number of students to be supervised in a field or clinical setting. Nursing faculty in particular have indicated that the preferred ratio of student to instructor is 8:1, whereas a number of colleges operate at 10 or 11:1 and some would prefer 12:1.

As class sizes increase, faculty are expected to make adjustments by adopting new methods of delivery and adopting less time-consuming evaluation techniques. There appears to be an implicit assumption on the part of administrators that as class sizes increase, the adoption of new educational technologies will offset any increase in workload or decline in quality. The argument can be quite seductive until one searches for appropriate educational technologies. At that stage it becomes clear that either the technology which is needed does not really exist or that the developmental costs in time and dollars in order to be able to use it are prohibitive. Moreover, faculty perceive that any move to minimize the personal contact between student and instructor contradicts a fundamental principle of the college system. The net result is that despite increasing class sizes, few, if any, new methodologies have been adopted or are available which would reduce an instructor's workload.

The practice of increasing class size has also led administrators to strongly encourage faculty to adopt evaluation schemes which may minimize marking time. Multiple choice questions which may be machine scored are often used as the example by which time for student evaluation may be reduced. Unfortunately, when such evaluation modes are promoted, little consideration is given to the time required to prepare such evaluation instruments, or their educational implications.

Faculty are especially sensitive to the strong pressure they encounter from administration to have evaluation modes changed. In the first place, many faculty feel that the choice of student evaluation modes is of an academic nature and should be the responsibility of the instructor. Therefore, it is not surprising that many faculty take exception to proposals made on this matter by administrators, particularly if they have little or no classroom experience.

A second cause for concern is that faculty are convinced that machine scored evaluations are not appropriate for all courses. Even in cases where such techniques may be applied, there is a strong reluctance to use them to the total exclusion of other types of evaluation. Instructors, particularly in English, point out the importance of improving the students' communications skills. The assessment of such skills can only be undertaken by a careful review of a student's written or oral presentation. Once more, faculty do not have the same confidence as many administrators that new technologies can satisfactorily reduce the labour input into the educational process.

The practices of increasing class size, reducing the length of courses and the lack of appropriate technologies are seen by faculty to have led to an increase in activities that are sometimes classified as non-instructional. By this term we mean work related to classroom presentation such as class preparation, student evaluation, supervision of field placements, and student contact and counselling. Whether the time taken for these activities can or should be quantified that is a major contention at the bargaining table. On the one hand, the Council of Regents contends that any attempt to do so would be "meaningless (it can't be done) and unnecessary (workload is not unreasonably heavy now)" (Whitehead, p. 64). Conversely the union contends that related work should be measured and considered when instructional assignment are made.

The importance that faculty attach to the apparent lack of recognition of time required to undertake work related to actual instruction cannot be underestimated. This concern was related strongly to the committee by faculty in all colleges. It would appear that the reluctance of administration to recognize that such activities do require time is perhaps the most frustrating issue for faculty in the whole matter of instructional assignment.

By ignoring these associated activities a number of situations have arisen which cause concern among faculty. In addition to the issues already noted is an apparent lack of concern for the number of course preparations with which an instructor must deal. Concerns about this practice were voiced strongly and regularly from faculty who teach in subject areas such as computer technology where the knowledge base is changing at a dramatic rate.

While three or four different course preparations per semester might be considered appropriate for an experienced teacher, a number of examples were provided where instructors were beyond this range. In some instances faculty are expected to prepare for up to seven different courses.

A more common practice is to give instructional assignments to new or inexperienced instructors which contain at least three or four different course preparations per semester. Although both faculty and administration felt that this practice should be avoided whenever possible it would appear that, for the most part, chairmen seem to lack sufficient flexibility in assigning teaching responsibilities. Consequently, it would seem to be the exception rather than the rule to provide a neophyte instructor with a reduced instructional assignment for the first year.

Earlier in the report a reference was made to maintaining a delicate balance among the concerns of the individual teacher, the interests of all teachers, and the capacity of the colleges. This balance must be attained in order to assure an adequate level of service to the community and the maintenance of educational quality through good teaching and high professional standards.

Our sense from interviewing faculty is that the system is out of balance to the point that some questions may be expressed regarding the quality of education being provided by the college system. Although this matter is explored in more detail in a later section, we note here that faculty as a whole feel that quality is suffering.

The tendency of faculty is to lay most of the blame at the doorstep of administration. Their basic perception is that administration's only concern is with balancing the budget regardless of the consequences such actions might have on workload or quality. Consequently, the actions and decisions of administrators tend to be viewed in a rather jaundiced and cynical manner. Faculty do not sense, in any way, that educational decisions are being made by management for reasons other than efficiency or productivity. By and large, faculty are convinced that quality of education is not even of secondary importance as far as administrators are concerned. The actions and practices described above to which faculty object on grounds of quality merely serve to confirm their views regarding weaknesses in educational leadership in the colleges. The committee notes that the nature and extent of these problems of imbalance and leadership identified by faculty appeared to vary among colleges, and that each college must find appropriate mechanisms to address these issues.

In undertaking this task, little or no reliance should be placed on the College Instructional Assignment Committees as they are presently constituted or employed. By and large, faculty view this mechanism as being totally ineffective in dealing with instructional assignment matters. All too often the perceived inequity, if resolved in favour of the instructor, cannot lead to an immediate amelioration of the situation but some compensating solution must be sought. Furthermore, because of the manner in which the members must be selected there is a pervading impression that decisions are either protracted or not made at all. The general conclusion is that the present tendency toward an adversarial approach to problem solving is so great that the committees cannot or will not operate effectively or expeditiously.

Despite the rather pessimistic note contained in this part of the report there is at least one note of optimism that we found in our interviews with faculty. In all our visits to the colleges we found that, for the most part, a strongly evolving sense of professionalism exists among the faculty. This professionalism is reflected in a strong desire to provide good quality education for the students and to improve the prestige of the colleges. This tremendous resource of good-will which exists among faculty is critical to the future well-being of the colleges, regardless of what happens at the bargaining table. It is hoped that administration will recognize in the immediate future the importance of this resource and ensure that it is not lost. This will require that administrators reexamine the style of administration common to most colleges and reassess the role of faculty in academic decisions. Unless these minimal activities are undertaken, one can expect the gap between faculty and administration to continue to widen.

This chapter began with a quotation from Judge Estey's award and it is fitting to conclude with another quotation from the same report (p. 78) because it so clearly and succinctly indicates an important consideration in the relationship of college administration and instructors.

> For any one in the community colleges, as in any other educational institution, there is of necessity a heavy reliance by the administration upon the professional integrity of the academic staff. Unlike an industrial establishment, performance cannot readily be

monitored and the product cannot be scaled by some theoretical calipers. In short, the self-discipline of the teaching staff must be assumed and since it is the basis upon which all these programs are erected, nothing in the collective agreement workload provisions should discourage the maintenance of the highest level of professional ethics and professional self-discipline (1975:78).

Administrators' Perceptions and Concerns

Introduction

This section is a synopsis of information obtained in discussions with close to 300 (295) college administrators--from chairpersons (or their equivalents) to presidents--at 22 colleges. The interview schedule was composed in such a fashion that it was open-ended. In other words, the direction of the interview was set by the interviewee rather than by the interviewer. We therefore consider the information in this section as accurate reflections of the perceptions and concerns of those administrators interviewed.

In contrast to the previous section on faculty experiences with instructional assignments, administrators usually expressed a different view of workload and its attending problems. (An important qualifier to this generalization is our finding that roughly half the chairpersons we encountered expressed significantly dissimilar perceptions of instructional assignments than did other administrators. Their views are presented separately below.) Essentially, administrators' functions and responsibilities require them to adopt a broader, less-particularistic orientation to faculty workload and hence, they did not speak in great detail about assignments. While organizational status may explain, in part, these differing views, it does not fully account for the widely divergent perceptions revealed to us. Although our research did not provide a full explanation of this phenomenon, it did reveal notable evidence of a tendency on the part of administrators to view faculty instructional assignments as merely means of production within the colleges. As a consequence of administrators' perspectives, this section is briefer than the preceeding one which details faculty perceptions.

Faculty Instructional Assignments

Senior administrators were almost unanimous in their opinion that the only instructional assignment problems in the colleges either result from circumstances largely beyond their control or are caused by individual faculty member requests for assignments which subsequently turned out to be onerous. With regard to circumstances, administrators believe that they have been under substantial pressure to increase "efficiency" since at least 1981. Consequently, two coincidental phenomena have affected faculty members' instructional assignments: gradual increases in numbers of courses taught and gradual increases in assigned teaching hours. In their view, both were necessary in order to manage the colleges efficiently.

Virtually all senior administrators view contractual teaching assignment provisions as planning targets. The vast majority of faculty are scheduled to teach either at or within one hour of the maximum teaching hours per week because, as pointed out to us, the remaining maxima stipulations--teaching hours per year and contact days per year--are more difficult to reach (save in such areas as nursing, continuous intake programs, cooperative programs and apprenticeship

training). For example, a faculty member in an academic post-secondary program, under option B provisions with a teaching assignment of 20 hours a week, would teach in each of two 17-week semesters for a total of 680 hours (20 less than maximum) with a total of 170 contact days (10 less than maximum). Also, due to further exigencies of semester length and contact days, administrators have increasingly scheduled teaching assignments in the traditionally non-teaching May - June period.

In addition to increasing faculty's assigned hours and, hence, moving closer to contract maxima, administrative response to the application of the funding formula has been to increase student enrolments without an equivalent increase in the number of teaching staff. This response led to an increase in "productivity" by using the same number of faculty to provide educational services to increased numbers of students. This feat was accomplished by three changes: class sizes were increased, courses hours were reduced (e.g., from four to three hours of instruction per week), and the number of courses or sections of courses taught by faculty were increased. The vast majority of senior administrators were of the opinion that these changes to faculty instructional assignments were neither excessive nor unreasonable nor have they adversely affected quality. They contend that instructional assignment complaints arise from other sources. Senior administrators believe that long service faculty incorrectly perceive that previous workloads were appropriate, whereas administrators maintain that often previous workloads were less than optimal. Moreover, faculty members are perceived to be less willing to adjust their educational approaches to current assignments as they get older and are either not familiar with or unwilling to use new technologies and didactic strategies. Indeed, most administrators believe that if faculty were more efficient in using their time and made more use of "modern" teaching devices and techniques, they would be able to accommodate increased class sizes, shorter course hours and greater course preparation and evaluation demands. Notwithstanding the generalized view that current faculty instructional assignments are reasonable, many administrators stated that legitimate workload problems existed for new faculty and nursing program instructors. However, they believed they were unable to deal with those problems.

Instructional Assignment Procedures

Faculty instructional assignments are the responsibility of administrators whom we identified as "first-level assignors". Depending upon college organizational structures, program coordinators, chairpersons or program managers assign duties to faculty members on either a semester or an annual basis. In turn, "second-level assignors"--deans, directors, assistant directors, vice presidents and presidents--establish the physical, financial, and human resource parameters that guide first-level assignors in their task. However, these senior administrators retain decision-making authority in the form of assignment approval.

Procedures followed by administrators in developing workloads appear to vary both within and between colleges. The extreme points of the continuum appear most discernible in terms of degree of consultation with faculty and factors considered when determining instructional assignments. At one extreme, the first-level assignor meets with faculty as a group and informs them of the courses that they will be responsible for as a group over the next semester or year. A

collegial decision-making model is then employed with the assignor functioning as a facilitator, and faculty decide amongst themselves individual assignments based on expertise, individual preferences, previous assignments, and any other factors which they deem important. At the other end of the spectrum, the first-level assignor is informed of the courses which will be offered within a program, and on the basis of his or her perceptions of faculty expertise and availability, the assignor develops workloads with regard to maximum allowable teaching hours per week, number of students and classroom requirements. These factors are computed in such a fashion that faculty and students appear in the right classroom at the same time. Faculty then "consult" their mail slots to receive their instructional assignments.

In view of the fact that most senior administrators do believe that there are serious funding problems nor that workloads in general have become unreasonable or excessive, or that the quality of education had deteriorated, they were unable to understand why faculty went on strike over workload. Rather, they believe that such concerns as job security, potential loss of accumulated sick leave benefits, and changes in the college working environment were some of the major factors behind the work stoppage.

Administrators' Concerns

Concerns that dominated administrators' perceptions of instructional assignment revealed a distinction between those of senior administrators and first-level assignors (hereafter referred to as chairpersons). Approximately half the chairpersons held perceptions similar to those of senior administrators while the remainder expressed other types of concerns and generally agreed with the faculty views reported in the previous section. The following section summarizes the views of senior administrators and that portion of the chairmen who held similar views.

Senior Administrators

For the majority of senior administrators and a large number of chairpersons, the major concerns regarding workload centred on the funding formula, bargaining structures and relationships, and contractual instructional assignment provisions. Save for the latter, these concerns are addressed later in the report.

Contractual instructional assignment provisions do not, according to senior administrators' perceptions, allow for the needed "flexibility" which they require in order to match faculty ability and expertise with program and curricular requirements. In particular, reference was made to the maximum teaching hours per week provision. While acknowledging that the vast majority of faculty are teaching at or extremely close to maximum weekly hours, the problem was said to be that the contract did not "allow sufficient flexibility in assignments above and below the '20' figure". That is, because the contract prohibited assignments of more than 20 teaching hours a week, administrators were unable to provide some faculty with reduced workloads because of program and student requirements. Furthermore, the assignment provisions were perceived as not allowing for sufficient job differentiation among faculty members.

Senior administrators were more unanimous on the inadequacies of the current system than they were on solutions. Their solutions, however, divided on whether instructional assignment

should be negotiated locally or provincially. Those who supported local resolution of instructional assignments, including many presidents, were further divided on the issue of whether these negotiations be totally local or be carried out under a system whereby such items as salaries and benefits would remain at the provincial bargaining table.

Those who supported the status quo feared that any form of local negotiations would lead to such problems as whipsawing among the colleges and an unwarranted drain on personnel and on financial resources. Rather they felt that the assignments should be negotiated provincially so that bargaining outcomes would allow for greater flexibility (which has not occurred in over ten years).

Views of Chairpersons

A significant number of chairpersons (approximately half) and a few senior administrators cited concerns of a different order than did other administrators. Despite the faculty view of chairpersons as mere scheduling clerks, this group appeared to see themselves as representing the interests of their departments and faculty. Among their concerns were: (1) increased enrolments; (2) less able students; (3) faculty assignment inequities; (4) insufficient professional and curriculum development time and funds; (5) inadequate maintenance and support services; and (6) inadequate academic leadership on the part of senior administration. Since the first three points are addressed elsewhere in this report, it suffices to say that this group perceives that enrolment increases and reductions in funding have come to place unreasonable burdens on their faculty.

Insufficient curriculum and professional development opportunities were viewed by this group of administrators as a major source of concern related to the quality of education that students were receiving. Contrary to their colleagues, they perceived that the current situation in the colleges threatens the quality of education. In their view, scheduling faculty to maximum teaching hours per week and, in many instances, extending course assignments into the May-June period seriously impeded faculty ability to revitalize themselves and to update the subject matter which they taught. They were also of the opinion that funds were inadequate for those who could find the time for development. These administrators believed that except for certain technologically oriented programs, faculty and programs were rapidly becoming obsolete and were not keeping pace with changes in the industrial and technological communities.

Inadequate maintenance and support services have raised many concerns. Chairpersons believed that current equipment, ranging from overhead projectors to typewriters to lathes, required greater maintenance if not total replacement. Maintenance staff, however, are not able to keep up with the demands. Consequently audio-visual equipment goes unrepaired for weeks, and then once serviced, it promptly breaks down again. In labs and shops this problem is especially acute, often leading to situations where students must (in addition to overcrowding) double up at work stations because of equipment breakdowns or shortages.

With regard to support services, chairpersons were of the view that too often faculty had to spend time duplicating materials on unreliable equipment. Centralized copying services were an inadequate alternative because of the length of turnaround time. This problem is magnified in some curricular areas due to lack of appropriate texts (e.g., ESL courses) or university texts that

had to be modified for college students. It was also pointed out, however, that some faculty did not make use of such resources and facilities as existed, as these instructors preferred doing their own work.

With regard to senior administration, these chairpersons perceived that senior administrators are, to varying degrees, sources of problems within the colleges. These chairpersons believe that their superiors have contributed to the current situation in three ways: lack of educational leadership, lack of managerial and interpersonal skills, and negative attitudes toward faculty.

Chairpersons were most critical of senior administrators' lack of educational leadership. They share faculty concerns that higher management focuses its attention on financial and funding issues to the virtual exclusion of any demonstrated concern about increased enrolments and the impact of underfunding on the quality of education in the colleges. As a consequence, these chairpersons perceive that senior administrators are concerned only about "efficiency" and evaluate their performance in terms of ability to have all faculty working at maximum teaching hours per week ("I have to justify my scheduling of teachers who work even one hour less than maximum"). According to these chairmen, how the production targets are achieved is not an issue to senior administrators (e.g., three faculty scheduled one hour each for a three-hour-a-week course in order to reach 20 hours of teaching assignment). Most disconcerting for these people, however, was the fact that senior administrators did not see workload as a legitimate faculty concern nor do they view quality of education as an issue.

Lack of managerial and inter-personal skills were viewed by chairpersons as compounding the leadership problem (and some presidents indicated that the administrators' management style was a problem in their colleges). Little use of consultation and poor communication were cited as examples of this problem. To some, it seemed that senior managers were operating under an "industrial sector" model, in which decisions flowed only from the top downward with little input from subordinates being sought let alone considered. In addition, some were of the opinion that senior administrators, even though they are aware that their emphasis on "productivity" is not well-received by faculty, did nothing to alleviate this perception. As one chairperson indicated: "Communication between senior management and faculty is the pits".

Concerning attitudes towards faculty, one chairperson articulated a generalized view of senior administrators' attitudes towards faculty as follows: "Faculty are seen as unruly children or somewhat recalcitrant workers who have to be cajoled into being productive". Faculty are left with the impression that they "no longer count" and that senior administrators treat them like "hired hands". Chairpersons who perceived this negative attitude indicated that faculty feelings of alienation, however accurate, can only be reinforced by the fact that senior administrators have increased class sizes, cutback course hours, and increased number of course taught, while at the same time reducing curriculum and professional development opportunities and cramming faculty into inadequate office facilities.

Concluding Remarks

This section has provided a succinct description of college administrators' perceptions of and experiences with the instructional assignment issue. From this, we find that save for a significant number of first-level assignors/chairpersons, college administrators do not believe that faculty members' instructional assignment workloads are excessive or unreasonable. They also believe that the quality of education in the colleges has not been seriously affected by reduced funding, increased student enrolments, and reduction in course hours. Moreover, they do not believe that workload was the problem which caused a three-week strike ending in back-to-work legislation.

Administrators, by and large, believe that instructional assignment problems, in general, are caused by inadequate contractual assignment provisions resulting from an inappropriate bargaining structure and a poor bargaining relationship. In particular, individual faculty assignment problems are attributed to a nostalgic view of previous workloads which were not as demanding as current assignments, and to an aging workforce which does not utilize modern educational techniques and strategies optimally and which must learn to use its time more efficiently. In other words, a more positive response to the changed college environment would serve to alleviate workload complaints.

For the most part, solutions offered by administrators speak to the problems identified. With regard to funding, rather than more money, they suggest a different funding mechanism, one which presumably is less driven by student enrolments. With regard to contractual assignment provisions, many administrators were supportive of a collective bargaining structure which would allow for local negotiations on workload, but with provision for greater managerial flexibility in developing instructional assignments.

Notwithstanding their perceptions of a recalcitrant faculty, administrators believe that the implementation of a very simple formula or only a single maximum factor (e.g., annual hours) would resolve a great deal of the instructional assignment problems. Presumably, this "magic bullet" would alleviate faculty perceptions of escalating demands on them and resolve the thorny problem of "perceived" assignment inequity. More practically, they suggest greater support for curriculum and professional development opportunities. Within these broad themes, a host of suggestions were made, all of which reflected a view that significant change would have to be made to contractual assignment provisions and to the colleges' commitment to development of both curricula and program.

The vast majority of administrators do not believe either that widespread workload problems exist or that quality of education has been adversely affected by increased class sizes, reduced funding, reduced hours, and increased numbers of courses taught be faculty members. If they are right, then the fact that faculty "productivity" has increased over the past few years is testament to their managerial and leadership abilities. If they are wrong, if complaints about excessive workloads and deterioration of the quality of education are valid, then an extremely serious problem exists in the colleges, to wit: administrators are out of touch with their organizations and the organizations may have lost track of their mission.

The Pressure of Numbers, Funding, and Efficiency

"You can't teach small group dynamics in a class of 38."

- A College Faculty Member

"The existing headcount approach to funding, combined with the status quo scenario of inadequate resources, tends to encourage colleges to give priority to quantity of students rather than the quality of education."

- Minister's Task Force on College Growth, December 1981

"Workload is not a funding problem."

- Numerous College Presidents

"Where will it all end?"

- A College Faculty Member

Without a doubt, the major concerns about workload and quality expressed to us by faculty members all related to increases in numbers of students. Many, if not most faculty, emphasized that the single most important recommendation which the committee could make would be for some type of limit on student numbers; e.g., class size, student contact hours, number of field placement supervisions, etc. The image we formed was of faculty being simply overwhelmed by the large and increasing number of students for whose learning they are responsible.

By contrast, senior academic officers brushed aside concerns about numbers. They acknowledged a few cases of inappropriately large classes or SCH assignments but maintained that this was not a significant issue. In listing the seven factors by which faculty workload is affected primarily, the brief from the committee of Presidents makes no mention of class size or numbers of students. Nor does the brief include class size in its list of the factors affecting workload which can be quantified. We find the latter omission particularly curious, as there is no doubt that class size, or other measures of student contact, can be quantified. These indices are, in fact, quantified in college agreements in numerous other jurisdictions. The issue is whether they should be quantified in Ontario. With a view toward informing discussion on that issue, this section examines the relationships among student numbers, funding, efficiency, quality, and workload.

Funding and Enrolment

Trends in funding and enrolment were summarized earlier. We saw that between 1978/79 and 1983/84, enrolment in provincially funded programs increased by 47.3 per cent, while real provincial operating grants decreased by 1.4 per cent. Combining these two indices, we saw that real operating grants per adjusted student funding unit decreased by 33 per cent for the system and

by over 40 per cent for several colleges. Arguably, most Ontario colleges would have had to have been extraordinarily generously funded in 1978/79 for such whopping decreases not to have created serious problems for workload, or quality, or both.

Such problems were anticipated by the Minister's Task Force on College Growth in its December 1981 report. The report of the task force was confidential, and it was never "officially" released or commented on by the ministry. However, it is now nearly four years old and no longer treated as a "classified" document. Many people with whom we spoke had copies of it, and we feel no inhibition about referencing it. The document is important for our review, because it predicted in 1981 exactly the type of problems which the vast majority of faculty have expressed to us in 1985, and in that context, it gives some validation to both sources of information.

The report warned that continuation of the status quo with respect to rates of funding increase and the same approach to funding over the next five years would result in very serious problems for the colleges. Such problems would include deterioration of program quality and relevance, of the labour relations climate, and even "the erosion and eventual destruction of the CAAT system as it has functioned for the better part of two decades" (p. 161). In fact, the status quo with respect to rates of funding increase has nearly continued.

Perhaps even more importantly, the mechanism for distributing funds among the colleges has remained the same since the task force report. The task force was particularly critical of the dysfunctional effects of an enrolment-driven formula. Citing responses from 15 colleges, the task force observed that "none of the colleges like the traditional, non-selective concept of growth, defined in terms of statistical per cent increase in total enrolment"(Appendix A, p. 3). Colleges expressed concern that the formula forced them to grow at inappropriate rates and to stress quantity over quality. The penalty for not growing at the system-wide average rate of growth is to incur a reduction in funding which could leave a college even worse off than if it had grown at a faster rate than it deemed appropriate. In order to ameliorate this dysfunctional effect of the funding formula, the task force recommended that the funding mechanism be changed. It proposed that each college's operating grant be based upon the cost increases incurred by the college between one year and the next, rather than on the change in the college's relative share of total system enrolment.

This report and our interviews with faculty both portray a system which is unduly preoccupied with numbers and where a disproportionate amount of energy is subsumed in statistical machinations rather than addressing (even listening to) concerns of faculty and students about the content and quality of working life and education. As well, it is apparent in the reports of third parties that the labour relations climate in the colleges, at least at the province-wide level, was not a healthy one in 1981. The task force predicted that without changes in funding rates and approaches, this climate would deteriorate (p. 159). By all accounts such deterioration has ensued and has become more endemic at the local level.

The above analysis suggests at least a prima facie case that the roots of the problems which we have uncovered lie in the funding-enrolment nexus. This would be a neat and tidy conclusion offering a conceptually simple (if fiscally difficult) solution. However, an abundance of findings suggests that instructional assignment problems are not wholly financial problems, and that while reform in the relationships between funding and enrolment may be a necessary condition for

ameliorating instructional assignment problems, it is not a sufficient condition. For example, funding reform by itself will not correct the serious inequities in assignments of which the presidents speak so candidly in their brief. Nor will it improve communication between administration and faculty, though reducing the crushing weight of expansion and efficiency pressure on administration may help in this regard.

Perhaps the major reason for skepticism that instructional assignment problems can be solved simply by throwing more money at them is that the people who run the colleges don't subscribe to this view. The committee was told by a great majority of senior administrators that the college system is not underfunded. Of course, college administrators have concerns about space and equipment. However, labour is by far the largest category of expenditure in most educational institutions, and administrators (above the chairman level) feel that they have adequate numbers of faculty for the numbers of students they serve. Faculty, as we have noted, feel vehemently that this is not the case, and reconciling this difference in perception is one of the greatest challenges facing the committee.

On the matter of funding mechanism, as distinct from levels, the views of senior administrators were more ambivalent. Many expressed concerns about the formula similar to those contained in the report of the Minister's Task Force on College Growth. Others, particularly those in colleges which still are vigorously committed to growth and/or feel that they have growth potential, were satisfied with the present arrangements or saw no possible alternative. Those administrators who are concerned about the Darwinian struggle for growth express concerns remarkably similar to faculty about the calumnies of non-selective growth and preoccupation with numbers.

An enrolment-driven funding formula admittedly has advantages: it gives the perception of fair treatment of institutions vis-a-vis one another; it reduces the scope for political interference in funding; and it protects central officials from having to do the detailed and subjective work involved in analyzing the needs of individual institutions. However, as total funds become relatively scarce, it has serious defects which may outweigh these advantages. Enrolment-driven funding became popular in North America during a time of buoyant funding, and it may be a millstone, rather than a buoy, in times of more stringent funding. In the United States, there has been a decided move away from enrolment formula funding in recent years toward performance funding and needs assessment (Peterson, 1977).

The Ontario university system also has moved in recent years quite far away from the type of formula which the colleges have. In recognition of the dysfunctional effects of unbridled enrolment competition, the university formula now has several buffers which dampen the sensitivity of funding to enrolment change, and a sizeable minority of universities favour making that formula totally enrolment-insensitive.

We believe that the present formula for funding the colleges has outlived its usefulness. Students, faculty, and the entire college system would be better served by the type of funding mechanism recommended by the Minister's Task Force on College Growth or by other approaches to reducing the enrolment-sensitivity of the funding formula. We believe also that such change would contribute positively to the reduction of tensions related to instructional assignment by reducing the present excessive pressure for and preoccupation with growth.

Efficiency Gains

The colleges have pointed with pride to gains in efficiency made over the past several years; and judged purely in terms of relationships between costs and enrolment, these gains are impressive and demonstrate how responsibly colleges have responded to the call for expenditure restraint. According to a study by the ministry (the "Cost Study"), real unit operating cost (per adjusted unit of enrolment in both provincially and federally funded programs) decreased by 19.9 per cent between 1978/79 and 1982/83, about five per cent per year. The largest part of this reduction has been in real unit teaching cost which fell by 17.3 per cent.

The major factor responsible for the reduction in teaching costs has been the increase in section size. The cost study reports that section size increased by 15.2 per cent and accounted for a 13.2 per cent reduction in real unit costs. There has been much variation around this average of 15.2 per cent, and as sections could not be increased by much in programs that call for near one-to-one teaching patterns (e.g., music, some labs), the increases appear to have been substantially greater than average in other departments (such as social sciences). Many senior administrators have told us that a significant factor involved in the increase in average section size has been the bumping up of section numbers in those classes which previously had been below optimum size. On the other hand, faculty perceive the increase in average section size to have resulted primarily from raising to excessive levels enrolment in classes which were already relatively large. We will comment on the class size question in the next subsection.

The other two factors which have contributed most to the reduction in unit teaching costs are a reduction in the hours that students spend in class (5.5 per cent) and the increase in contact hours for faculty (1.6 per cent). The latter has involved moving a greater proportion of faculty up to the maximum weekly contact hours permitted under the collective agreement. As discussed elsewhere in the report, this trend toward bringing all faculty to maximum weekly hours has led faculty to feel that the maximum in the collective agreement is being interpreted as a standard, if not the minimum as well, with respect to weekly teaching hours, and that the spirit of article 4.02 is honoured mainly in the breach.

The reduction in hours for students is an ambiguous index which calls into question the usefulness of gross efficiency measures of the type used in the ministry study. Using this measure of efficiency, substantial gains in efficiency are achieved by reducing the number of hours in student programs. Carried to extremes, the measure would yield extraordinary levels of efficiency by drastic cuts in the length of academic programs. It is difficult to say just what is the appropriate number of hours which students should spend in class, but we should note that reductions in weekly hours which we have heard about, such as from 26 hours to 23 hours, have been one of the major factors leading faculty to lose pride in their work and to question the colleges' commitment to academic excellence. These reductions have also been one of the major subjects of students' concerns about the quality and usefulness of their education. Senior academic officers have indicated that they do not feel that student contact hours can be reduced any further without jeopardizing the quality of education. We should note also that the measured reduction in student contact hours may be an understatement of the phenomenon, because it does not include the increased incidence of "unsupervised spares," periods in which students are given program credit for working on their own.

It is hard for us not to conclude that the efficiency gains have been won at some cost in terms of academic quality and of faculty and student morale. It is less easy to judge whether the gains have been worth the costs. In a period of public expenditure restraint, it would be naive to brush aside concerns about efficiency and fail to pay appropriate homage to the substantial efficiency gains of the system. At the same time, efficiency, like all virtues, can be overdone. We do not suggest that the colleges forswear their commitment to efficiency. However, we do suggest that there needs to be a balance between the advocacy of efficiency and the advocacy of competing interests such as educational excellence and quality of working life. We see considerable evidence of the advocacy of efficiency in the form of comparative cost data circulated among and within colleges. We see no comparable effort in the production and circulation of data regarding academic excellence and quality of working life. In order that sheer efficiency indices do not steer the system to its detriment, we believe that a better balance needs to obtain between efficiency concerns and other concerns which are equally important.

The Thorny Issue of Class Size

Owing to limitations of time and data, we have not been able to conduct a comprehensive analysis of the distribution of section sizes by program, let alone examine how section sizes of particular classes have changed over the past several years. Nor have we had sufficient time to attempt to determine on the basis of expert judgment the appropriate maxima for section sizes in various programs. We have, however, received a number of reports about sizes of sections which we believe are of sufficient concern to warrant further examination, and which provide prima facie evidence that the pressure of numbers has induced colleges to "overload" many classes.

One element of "overloading" involves laboratory sections (labs) where there are substantially more students than there are work stations. Examples of this problem are presented later in our discussion of Educational Quality. Given the emphasis which Ontario colleges place on "hands-on" training, this over-enrolment in lab courses is most unfortunate. On the basis of our interviews, it is also most widespread. It is something which everyone from senior academic officers to students feel should not happen, yet apparently it does.

Our conclusion with respect to apparent over-enrolment in labs must be tempered by the observation that it is not always easy to define what is meant by a work station, and it is not always reasonable to expect a one-to-one relationship between students and equipment units. For example, in aircraft maintenance, it is expected that more than one student can have access to an aircraft engine at the same time. The maximum number of students at an engine for ensuring learning effectiveness and safety may be open to differences of opinion. A provision which limits the number of students in relation to the number of work stations would therefore have to take into account the variation in what constitutes a work station and in the number of students who can work effectively and safely at different work stations. However, it should be possible to provide faculty (and students) protection against situations wherein the number of students in a lab exceeds what is reasonable in terms of access to opportunity for hands-on experience and in terms of safety.

Another factor which complicates the analysis of class size is attrition in the first month or so

of a class. We have been told that in many classes there is a reasonably predictable pattern of substantial attrition during the first month of a class. Colleges account for this expected attrition by initially enroling more students in a class than is deemed appropriate, in the expectation that by the end of the first few weeks or so, numbers will "shake down" to what is appropriate. Within reasonable limits, this is an understandable practice. However, carried too far, the expectation of attrition can become a self-fulfilling prophecy. When 38 students in a photography lab have 12 work stations, attrition is almost guaranteed. If the colleges move to more selective admission practices, as would be allowed under the recommendations of a recent provincial committee (MCU, 1985B), then there may be less justification for over-enrolment at the beginning of the term. A small margin for attrition seems reasonable; a large margin seems fair to neither students nor faculty.

Next to work stations, another technical determinant of class size should be the size of classrooms and labs. We have heard of many cases of overcrowded classrooms including situations where some students have to sit on the floor. Overcrowding is one of the major concerns expressed by students, for example a math class of 46 students with 16 chairs. The comfort level provided by facilities is a function of the affluence of the college system, and there are probably more important ends for expenditure than physical comfort. However, when crowding interferes with the learning process, then issues concerning space need to be examined. Again, we sympathize with faculty and student concerns on this issue--where overcrowding is a problem--and we feel that the request for some protection against excessive numbers relative to space is reasonable. Instances of overcrowding also highlight the reality of the pressure of numbers.

We turn now to the issue of appropriate class size in situations where neither equipment nor space is the operative constraint but rather the amount of time which faculty have for marking and interaction with students. We have been told of a number of instances of substantial increases in class size or program enrolment. ECE classes in one college increased from 20-25 to 30-35 over a few years as program enrolment increased from 100 to 135, while the number of faculty dropped from five to four; a liberal studies program which has classes of 42-45 and faculty have over 800 SCH per week; a radio-TV program where enrolment increased from 60 to 120 while the number of faculty increased only from three to four; and an oral communications class of 40 students.

Across the system, the strongest concerns about class size have been expressed by teachers of English, with those in social studies and ESL not far behind. English teachers have drawn to our attention the Guidelines for the Workload of College English Teachers developed by the National Council of Teachers of English in the United States. These emphasize that workloads "must provide time for individual attention to each student" and for thorough response to written assignments. The NCTE recommends a number of limits for learning effectiveness: 12 hours a week of classroom teaching; maximum of 25 students in a writing course; maximum of 35 students in a discussion course; and a maximum of three different preparations per term.

These class size limits do not seem unreasonable to us, and they are contained in a number of collective agreements in the United States. Few Ontario administrators with whom we talked felt that English classes should exceed these limits. On the other hand, the brief from the committee of Presidents is silent on the issue of class size limits, but by implication recommends against them. Yet, the brief states also that "students must actively participate in the learning experience." How

can they, with excessively large class sizes? If administration regards class size maxima for English such as those in the NCTE guidelines as appropriate, then it would not seem unreasonable to codify such limits in order to prevent exceeding them.

Similarly, the Teachers of English as a Second Language (TESL) have recommended that to be effective, an ESL class should not have more than 15 students. We can appreciate that in a 50-minute class period, with 15 minutes of lecturing and directions from the teacher, this leaves little more than an average of two minutes oral practice per student, hardly a lot for someone learning to speak a new language. Yet, we have heard of many ESL classes which exceed these limits, some by as much as 50 per cent, and some in excess of 30 students.

The literature on the relationship between class size and student performance is a quagmire of inconclusive and contradictory findings. It has been suggested that the reason for such research findings (or non-findings) is the difficulties in measuring student performance (Bowen, 1980). Two possible implications are suggested by this research. One is that class size is irrelevant to learning; the other is that class size is relevant, but the determination of appropriate class size is a highly subjective matter. The latter implication seems the more reasonable.

All faculty and nearly all administrators with whom we spoke felt that beyond some point, classes were too large to be effective--and the point varied by subject and mode. The difference centred upon what the maximum point should be for various classes. Differences of opinion about numbers is the stuff of which collective bargaining is made. However, bargaining a single class size limit for the entire range of programs offered by Ontario colleges may not be appropriate in view of subject and mode differences; bargaining limits by program or subject is feasible and requires only the willingness of the parties to do so.

Subject matter and mode are not the only major determinants of what is an appropriate class size. Competency levels of students is another important consideration. Over the past decade, remedial, or developmental education has taken on greater proportions in Ontario colleges, whether or not it is explicitly labelled as such. Besides programs such as BJRT, BTSD, and Youth Start, there appear to be increased numbers of students with relatively low reading competencies in post-secondary programs, as we report elsewhere.

Ultimately, with respect to class size, the issue is what kind of educational opportunities we want to provide. When dealing with students who have failed, or been failed by, the elementary and secondary schools, it is important to keep in mind that the colleges offer for many the last chance. The interaction with, and attention from, one teacher can, in some cases, make a world of difference. To cavalierly place such students in classes of 30, taught by a teacher who has six such classes, may be efficient, but it may result in missing the opportunity to rescue someone with a history of bad educational experiences from further demeaning experiences.

Teaching Modes

Elsewhere in this report, we have made reference to teaching mode as a variable relevant to workload. Here we wish to comment more specifically on this variable, particularly its relationship to class size. A number of senior administrators have suggested to us that one of the main reasons why faculty are perceiving quality and workload problems from the increased

number of students is that faculty are still using teaching modes which are appropriate to small classes rather than switching to teaching modes that are suited to large classes. When we asked senior administrators if they have provided guidance in adapting teaching modes to larger classes, we are told that "faculty are professionals, they should decide on teaching modes by themselves." Faculty complain that they have been given no guidance regarding modification of teaching modes, and they do not know of any modes which would maintain levels of quality while numbers of students increase. It is as if there are secrets of educational practice which, if known by faculty, would enable them to increase class size substantially with no reduction in learning effectiveness. This is certainly the inference which we would draw from the following sentence in the brief from the committee of Presidents:

> The evidence strongly suggests that the size of the class need not be a major factor in the effectiveness of teaching carried on independently provided that the correct procedures are used.

We are left to wonder what the evidence is and what the correct procedures are. Presumably the alternative teaching modes to which some administrators are referring when they point to the existence of "correct procedures" for larger classes are those captured under the heading "non-traditional" delivery modes. These include individualized learning, modularization, performance-based systems, and computer-assisted instruction, popularized particularly through the work of Cross (1976). These approaches have gained prominence, not as efficiency measures, but because they can be adapted more readily to a wide variety of individually different learning needs, backgrounds, and styles, especially those of specific groups not well served by traditional forms of instruction. Many of the proponents of these approaches emphasize that they are not intended or expected to reduce unit teaching costs, and such research as has been done on them (e.g., Kulik, Kulik, and Cohen, 1980; see Skolnik and Rowen, 1984, for a summary) provides little evidence of cost saving in terms of faculty time. That is to say, individualized, modularized, or competency based learning systems require approximately the same input of faculty time per student as do traditional learning systems, only much of the faculty time is spent in different activities in the former as compared to the latter.

Moreover, there is little evidence that non-traditional approaches are more effective in terms of achievement or retention for comparable student groups (see the literature surveyed in Skolnik and Rowen, 1984:23-32). The implication of these research findings is that there are no empirically validated educational secrets or correct methods for achieving greater efficiency with larger classes. The chief adjustments which are available when student-faculty ratios increase are those which are elaborated on in our section on Educational Quality: reduction in number of assignments, reduction in written work, less and slower feedback to students, and reduction in faculty-student interaction.

The research findings cited here do not imply that colleges should refrain from experimenting with, or implementing, new teaching/learning modes. To the contrary, the literature suggests that such innovations merit serious consideration, experimentation, and development in the hope that they may enable colleges to better serve the particular needs of an increasingly diverse student body, especially those students for whom traditional approaches have

not worked well. In other words, the development and implementation of alternative teaching/learning modes should be pursued for educational purposes, not for efficiency purposes.

A good example of what happens when alternative teaching modes, in this case, modularization, are implemented merely to save money is the experience of business students in one college who experienced a change from a lecture mode to modularization mid-way through their program. They had an extremely negative attitude toward modularization, which they saw primarily as a device to enable the college to increase the number of students for whose learning a teacher was responsible. They complained of being left adrift and having reduced access to faculty and reduced feedback on their work. Faculty complained that the reduction in their teaching hours was more than offset by the time required to develop modules and meet individually with students. This was, perhaps, an example of how not to introduce modularization--providing inadequate resources of faculty time and curriculum and professional development for it. We heard many similar complaints from faculty in other colleges regarding their experiences with modularization. Such experiences are not, of course, unique to Ontario. A member of the committee remembers visiting a college in the United States which is reknowned for its pioneering development of individualized contract learning, only to discover that as a result of increased enrolment and resourcecuts, it now was using standardized learning contracts.

Our experience suggests that student contact limits are as warranted in cases of non-traditional modes as they are with respect to traditional lecture-discussion classes. The Centre for Indepenent Learning at Seneca is a case in point. This has been, from all reports, a highly successful initiative which has drawn much attention from elsewhere in Canada and abroad. The CIL made its mark when it operated with a ratio of 130 students to faculty. The ratio now is about 160:1 to 180:1, and faculty and a chairman have expressed serious concerns about the centre's ability to maintain its standards with the increased ratio and additional assigned duties for faculty.

Clinical and Field Supervision

The concerns about numbers which have been expressed above regarding labs, space, traditional lecture-discussion classes, and alternative delivery modes apply as well to clinical and field supervision. Faculty and students, as well as numerous chairmen and some senior administrators, feel that student numbers in clinical and field supervision are, in many cases, at or beyond the limits of what is reasonable or effective.

The situations involving field supervision are numerous and varied, with the content of supervision apparently varying from college to college within the same program. Two examples will have to suffice. In nursing programs, where clinical supervision is a major component of the training, we were told that the Ontario Nurses' Association has adopted a position that 8:1 is the maximum ratio in most types of patient care which will ensure learning effectiveness. We were told by nursing administrators in several colleges that they subscribed fully to the ONA position and that they adhere to the 8:1 ratio in making clinical assignments. However, in many other colleges clinical supervision ratios exceed 8:1, reaching as high as 11:1 in some colleges where faculty fear that the ratios may go even higher.

We are not in a position to judge what the appropriate ratio for nursing supervision should be--or to fully appreciate how the workload demands of an hour of clinical supervision compare with those of an hour of lecturing in nursing subjects. However, we believe that the views of the experts from the nursing and hospital administration professions as to what constitutes reasonable supervision loads, should be given weight in establishing standards. We would observe further that nursing is one of the programs where we observed the greatest frustration levels over instructional assignment--with respect not only to clinical supervision but also to class size and lack of time for professional development and curriculum revision.

The second example is that of field supervision in Early Childhood Education, the problems of which may be similar to those of field supervision in other human service programs. We were told of several cases where field supervision loads in ECE had increased from the 10-12 range to about 25 over the past several years. Several ECE chairmen whose faculty had supervision loads of 25 expressed concern about the ability of faculty to provide effective supervision when faced with such numbers. In one college with these loads, the major complaint of students was about the adequacy of field supervision. These students told us that in ECE and some other field placement programs in the college, students normally had only one visit per term from the faculty who were supervising them, and that the students felt that they were left totally on their own.

In some cases, the problems of field supervision were said to be a function not only of faculty-student ratios but also of the decline in opportunities for field placement in social service agencies as a result of budget cutbacks in these agencies. The latter have had an impact upon college human service programs in two ways. First, it is harder for colleges to find appropriate placements for their students, so faculty have to spend more time seeking placements. Second, in some cases, faculty have had to agree to conduct professional development activities for host agencies in order to get the agencies to agree to accept students. This has involved faculty spending time serving host agencies which they used to spend with their own students.

Again, we are not in a position to judge what should be appropriate supervision ratios in ECE or other programs of which field placement is a major component. Perhaps, student learning can proceed apace without much supervision. However, field placement does not involve merely learning-by-doing (or by "being there"); it involves also academic credit for work experience. In order to process that experience effectively to give it academic value, a reasonable amount of academic supervision is necessary.

To an outsider, one visit by a faculty member per term does not seem to be a great deal of supervision. If learning through experience is to be a major component of college programs, serious attention needs to be given to standards for field supervision. Greater consideration needs to be given to the numbers of students who can be handled effectively in programs with a field placement component, and either adequate resources of faculty time must be provided or enrolment cut back or some programs eliminated. The first step should be engaging administrators, faculty, and experts from the professional field in question in a dialogue over what constitutes appropriate standards for field supervision, rather than simply letting standards be determined capriciously as a function of whatever level of funds happen to be available and however many students happen to apply.

Limits on Faculty-Student Ratios

From the foregoing discussion, we conclude that the negotiation of limits on class size, and its various analogues in laboratory, clinical, and field supervision situations, is an appropriate and reasonable course of action. While a majority of faculty-student ratios in the system today may be within reasonable limits, our interviews suggest that in many cases consideration needs to be given to reduction in these ratios. Moreover, faculty (and students) need to be given some protection that further erosion of funding levels will not force presently acceptable ratios to be increased unreasonably. Ideally, the establishment of such limits should take account of the considerable variation as to what would constitute appropriate limits in different learning situations.

We believe that negotiation of limits on class size on a program-specific basis is feasible, and we have found a few examples in the colleges where this has been done. These cases are exceptions, but their exceptionality, even in the present strained labour relations climate, proves that successes can be achieved in this realm. Perhaps the best example is the accord reached in language studies at Mohawk College by the Language Studies Workload Task Group under the auspices of the Mohawk College Instructional Assignment Committee. This accord, which grew out of a number of complaints referred to the IAC, deals not only with workload parameters such as student contact per teacher and number of different and new preparations, but also with instructional standards that impinge upon workload, such as number and type of student assignments and evaluations. The Language Studies Workload Task Group has developed a system for measuring workload, which is appropriate to this program in this college, and apparently enjoys the support of both administration and faculty.

Budgetary Implications of Class Size Limits

The establishment of class size or related limits likely would have significant budgetary implications for the colleges and for the government.

So far as these budgetary implications are concerned, the issue is what quality of education the public wishes the colleges to provide and for how many--and whether the public is willing to pay for the quality of education that it wants. We believe that these choices need to be explained for the public in a far better way than they have been to date.

Our impression is that information on the consequences of expanding enrolment and declining funding is not being transmitted up from the classroom and lab to higher levels of decision-making within the colleges and to the government or is not being received. Efficiency has become the dominant value in the system, and managers are judged primarily on the pecuniary efficiencies which they can achieve.

Those who are managing the colleges have shouldered their responsibilities bravely, silently, and with dedication. We question whether perhaps they have been too brave, too silent with respect to underfunding, and too dedicated to maximizing a narrow version of efficiency. The consequence has been that too few of student, faculty, coordinator, and chairman concerns about quality and workload have been reaching the next level, and that such expressions of concern have been increasingly filtered as communication moves to higher levels.

We accept the sincerity of statements of senior academic officers and presidents when they say that they do not believe that there are serious problems. We question, however, the information base upon which they are drawing such conclusions, and we suspect that many administrators, in their preoccupation with efficiency, may be out of touch with therealities of the educational experiences of students and faculty. We encourage parties at higher levels in the system to make the type of efforts which this committee has been required to make to get a better picture of what is happening at the grass roots of the system.

In our Recommendations Section, we shall offer a ball park suggestion regarding the increase in real funding per student which we estimate as necessary to alleviate the most severe consequences of underfunding. Restoration of some appropriate base line in terms of real expenditure per student can be achieved through a reduction in enrolment or an increase in funding, or some combination of the two. Given the important role of the colleges in the economic growth of the province and in the provision of opportunity to its citizens, we caution against a forced reduction in enrolment.

However, demographic considerations suggest that an enrolment decline in provincially funded programs is imminent, and it may be a quite substantial enrolment decline. We came to appreciate the importance of enrolment forecasting to our work only quite late inour study, and commissioned an enrolment forecast from Mr. Saeed Quazi of OISE who is oneof the leading practitioners of this art in Ontario, and who has an admirable track record in forecasting enrolment at various levels of Ontario education. In the time available to him, he was unable to prepare the type of thorough forecast for which he is noted. The conservative forcast, shown in Appendix VI of this report suggests at least a modest decline in full-time post-secondary enrolment. We suggest that further work be undertaken on enrolment forecasting, and that any conclusions drawn from forecasts appended to our report be considered tentative.

If there is to be a decline in enrolment during the latter part of this decade, it would provide a wonderful opportunity to consolidate the achievements of the past decade, and for the system to be renewed through program review, development of new curriculum and modes, and professional development. These good things will not happen, however, if enrolment decline is seen as an opportunity to reduce funding even further, and if the system remains mired in a most dysfunctional war over workload.

Educational Quality

"They can put a thousand students in my class. Just don't call it education."

- Business Teaching Master

"The quality of education in this college has improved over the past three years."

- Vice President (Academic)

"No one would have the balls to say that quality has improved here."

- Chairman, same college

The issue of quality is inextricably linked with that of workload. This is so for two reasons.

First, the quality of education which a teacher can provide is functionally related to his or her workload. For example, if a teacher is responsible for more than a certain number of students, he or she may not have sufficient time to develop adequate teaching materials, to conduct appropriate evaluation, or to help students with problems on an individual basis. It is extremely difficult to determine empirically the relationship between workload and quality and to identify the point where workload becomes an impediment to providing a quality education.

Second, faculty perceptions about reasonableness and equity of workload have a major influence upon morale (Austin and Gamson, 1983). Morale, in turn, has an important connection to commitment, and commitment is one of the keys to productivity, effectiveness, and quality of work in most organizations, as Peters and Waterman have argued in their best seller, In Search of Excellence (1982). Anderson (1983), in one of the most thorough studies of the effect of financial constraint upon quality in higher education, argued that faculty morale and commitment were the main determinants of the quality of education, and that if financial restraint were to impair morale and commitment, a decline in the quality of education would be inevitable. As educational institutions are heavily labour-intensive, financial retrenchment is likely to involve increases in workload, thus, conceptually at least, closing the circle which connects finances, workload, morale, commitment, and quality.

Lack of Evidence on Quality

While the relevance and importance of quality of education to our study is obvious, it is extremely difficult to report any definitive findings with respect to trends in the quality of education in Ontario colleges. There is an abundance of literature attesting to the difficulties of assessing quality in higher education (for a survey, see Skolnik, 1985, forthcoming). However, in most systems of higher education on this continent, there has been a recognition of the importance of examining educational quality no matter how difficult that task may be. For example, in most systems of higher education in the United States and in the Ontario university system, there are

state-wide or province-wide systems for review of program quality, as well as expectations that institutions will engage in self-study of program quality.

In view of the publicly enunciated commitment to quality education in the Ontario colleges, one of the most surprising findings of our study is the limited extent of systematic review of program quality in the college system. There are no procedures or mechanisms in place at the provincial level for review of program quality, and except for those programs which are subject to mandatory accreditation by professional bodies, we found few instances of reviews of program quality being conducted regularly in the colleges. Quite possibly there has even been a reduction in program review activity in recent years with respect to technology programs, as the Council of Regents directed a few years ago that colleges should no longer permit reviews of technician and technology programs by the Ontario Association of Certified Engineering Technicians and Technologists.

When we inquired about program review, we were told that colleges monitor placement rates and attrition rates. Without questioning the usefulness of monitoring these indices, we should note that such indices are at best only very indirectly related to program quality and that examination of these indices is far from being a review of program quality. We were told by numerous people in the professional programs which are subject to mandatory accreditation that the reviews which they conduct leave much to be desired and that they do not have sufficient time to conduct thorough program reviews. When we asked administrators why regular program reviews are not conducted, we were told that neither administrators nor faculty have sufficient time for this task.

The fact that there is no systematically collected evidence on program quality is, in a sense, an "unobtrusive" indicator of a quality program. This point has been made by Astin, one of the leading researchers in North America on quality and outcomes in higher education (1980). After reviewing the problems involved with various approaches to the measurement of quality, Astin concludes that a high quality college is one which places a high priority upon the continuing process of critical self-examination that focusses upon the institution's contribution to student development. His notion is that an institution demonstrates its commitment to quality by the regular collection of data on student perceptions of their education, on faculty self-assessment, and on how students use their time, in order to be in a position to make necessary adjustments arising from the information obtained. Any assertions about quality emanating from an institution which is not engaged in such critical self-assessment can be given no more credence than advertising slogans, and changes which would improve the quality of education in such institutions could occur only by chance.

We are not in a position to judge whether a lack of quality assessment in Ontario colleges is a result of lack of commitment to the importance of this activity, or lack of time. If it is the former, we would urge the colleges to reexamine their priorities with respect to this issue. If it is the latter, then we would suggest that workloads which do not allow adequate time for program review are workloads which need reduction.

Perceptions of Quality

In the absence of data on quality from program evaluations, we have only the perceptions of people in the system upon which to rely. Perception is a useful source of information on quality, but it is obviously an incomplete one--and possibly a biased one as well. Nevertheless, we feel that it is useful to summarize briefly the perceptions of quality which have been reported to us.

We can summarize these perceptions of quality as follows: Almost all of the hundreds of randomly selected faculty with whom we spoke felt most emphatically that there had been a serious decline in the quality of education over the past five years. There was no apparent variation in this response between faculty who claimed to have been active in the union and those who described themselves as uninvolved in union activities.

Students expressed an alarmingly high level of dissatisfaction with the quality of the education which they are receiving. Most students acknowledged that they were not in a position to assess trends in quality because of the relatively short time which they had been in the college. However, many felt that quality had declined even in the three years during which they had been in a college, particularly where the number of hours in their courses or programs had been reduced during that time. Nearly all faculty and students were able to provide specific examples of what they meant by quality decline or deficiency, and many of these examples seemed to us to provide at least prima facie support for their claims (some of these examples will be summarized below).

In general, administrators above the level of chairman felt that quality was satisfactory and that it had not declined in recent years. No administrators at this level, however, gave us any specific examples or content descriptions to support their assertions or to elaborate upon what they meant by quality. Among chairmen, the responses were mixed. About half the chairmen felt that quality had deteriorated significantly and that "students were not getting the education for which they were paying."

It is difficult for us to reconcile these conflicting perceptions about quality. Certainly, the weight of numbers is on the side of those who feel that quality has declined and is a serious problem. Moreover, the expressions of concern are coming, unanimously, from those who are closest to the educational process--students and faculty--and in sizeable proportion from those who are next closest, chairmen. When one adds to these observations two other factors--the face validity of the explanations of how quality has declined, and the predictions of the 1981 Minister's Task Force on College Growth--the weight of evidence about the "quality problem" is awesome, if still circumstantial. The task force warned in quite strong language that if the funding trends of the late 1970s continued, there would be a deterioration of quality and "the erosion and eventual destruction of the CAAT system as it has functioned for the better part of two decades" (p.161). If anything, those funding trends have gotten worse since 1981. Thus, it is tempting for us to interpret the perceptions of faculty, students, and half the chairmen as verifying the predictions of the Minister's Task Force.

Some Examples

We turn now to a brief summary of the specific ways we were told that quality has deteriorated or is deficient. We have commented already upon the lack of program review and evaluation, surely a critical weakness in any attempt to ensure program quality. A second factor has to do with the increase in student contact hours resulting from increased class size, and the consequent reduction in time available for individual consultation and marking. Consider the following example, which is an amalgam of cases reported to us. Assume that an instructor was teaching five classes which each met four hours per week and had twenty students in each class. Assume further that the instructor has taught all of these courses before and requires two hours of preparation per week for each class (which corresponds to one half hour of preparation for each class session). We have been told that a reasonable number of written exams and/or assignments during a semester is five (for example, three written assignments and two exams). Suppose we estimate that it takes an instructor ten minutes to mark a written exam or assignment, a plausible estimate for marking essay work. Let us assume also that the teacher spends one hour of consultation with students per week for each class, hardly an extravagant amount of time. These assumptions would generate a workload of 40.5 hours per week (averaged over a 15-week semester) for classroom teaching, preparation, marking, and individual consultation. This includes twenty hours in the classroom, ten hours for preparation, five hours for individual consultation, and five and one half hours for marking. The latter figure is calculated as follows: 100 students x 5 assignments and/or exams x 10 minutes per marking divided by 15 weeks.

Now let us suppose that the college changes its academic scheduling and instructional assignment patterns in a way that many colleges have done in recent years. Assume that now, instead of five four-hour classes, our faculty member is teaching six three-hour classes and one two-hour class, and with thirty students in each class. Now his preparation time increases from ten to fourteen hours per week because he has two more classes, and his time required for individual consultation increases to seven hours (and that is not allowing for any increase in consultation time because of the increase in the total number of students). The time required for marking increases to 11.5 hours. This is because he now has 210 students. So his total required hours are now 52.7. If the two additional courses are new courses, then there is additional preparation time required. Moreover, this 52.7 hours does not include time required for curriculum review, program evaluation, professional development, committee meetings, or any types of visits outside the college.

How does our faculty member adjust to this change? One way is to increase his total hours of work by 12.2 hours, and operate on a 52.7+ hour week on a continuous basis. We have met a number of faculty members who have said that this is what they have done in such situations. They have, however, noted that they cannot do this indefinitely. Another way of handling the situation is to cut down on preparation, individual consultation, or marking, and this is what the majority of faculty members have told us they have had to do.

Cutting down on preparation time means recycling the same old lectures and course material without updating it. This would certainly impair quality in fields where knowledge or practice is changing, e.g., taxation law, accounting, and even in fields such as sociology or

psychology where there is new literature to keep up with. Reducing individual consultation time would also impair quality, because often students run into problems or do not understand material covered in textbooks or classes. Indeed, one of the major concerns which students expressed to us was that faculty members do not have time to help them with problems. Also, there are the very good students who could benefit substantially from additional interaction with faculty which could enable them to advance further than the normal classroom contact facilitates.

The area where there is the greatest potential for adjusting workload is in marking. From what we have heard, the most typical type of adjustment in the situation described here would be to reduce the number of assignments or tests and/or to change the format of the tests. Of particular concern would be cases where instructors have had to change from essay type assignments and tests to computer-scored or multiple choice ones. A concern here is that studies of the success of graduates in industry continue to report that deficiency in communications skills is one of the major problems perceived by employers of graduates. The province should be extremely concerned if workload increases have forced faculty to give less attention to the development of communications skills at a time when all evidence suggests that more attention should be given to these skills.

The problems in the case described here are exacerbated if over the time period in question the cognitive capabilities of incoming students have, on average, been decreasing. It is certainly a widely held perception among faculty and chairmen with whom we spoke that this has been the case, as is discussed elsewhere in this report.

In summary, if the amalgam case described above is at all representative of the situation facing many faculty -- and we were told in great detail of many similar cases -- then the rationale for the concern expressed by nearly all the faculty with whom we spoke is readily apparent. One must either work very long hours or make adjustments which impair the quality of education which one is providing and leave one feeling that one is shortchanging the students.

Reduction in Course Hours

But that is not the end of the story. The scenario described above is exacerbated by yet other factors. One of these is inadequate communication between faculty and their superiors. In choosing among the types of adjustments which faculty members must make to cope with these situations, or as some have put it, "merely to survive," nearly all faculty members indicated that they would like some guidance from their superiors. Indeed, one would think that how faculty members adjust to a change from four-hour classes to three-hour classes would be a matter of substantial concern to those who are charged with responsibility for college-level education. In fact, we have found that the changes from four-hour classes to three-hour classes generally were made without any consultation with faculty members, and without much evidence of consideration of the educational implications of such changes for students.

Moreover, with few exceptions, faculty have been given no guidance on how to adjust curriculum objectives and methods of instruction when class hours were reduced. Should they attempt to cover the same material in fewer hours, or should they reduce the scope of the curriculum? If the latter, what material should be eliminated? From the students' point of view, it

is a Hobson's Choice. Either they must cover the same material at a faster pace, which some have described as making them feel that they are "being dragged through a four-inch pipe;" or they must risk being inadequately prepared for the next course or for employment. Faculty members feel left adrift, receiving neither guidance nor empathy in dealing with this problem. Without any doubt, the unilateral reduction in course and program hours, without consultation or guidance, has been one of the leading causes of dissatisfaction among faculty members and of cynicism about their boss' genuine commitment to the quality of education.

Overcrowding

Another exacerbating factor for both faculty and students has been overcrowding of facilities. To persons outside the college system, space can easily seem more like an amenity than like a genuine input to the educational process. Unless you have visited a college and talked to faculty and students, you may feel that complaints about crowding are simply like expressions of the wishes of most people for more spacious living quarters than they can afford. However, when classrooms and labs are crowded to the point where one cannot hear lectures or take notes, then space, or lack of it, has become an impediment to education. In most of the colleges we visited, we were told horror stories of crowding, and on this point administrators tended to be as vehement as faculty and students. When students have to sit on the floor to write exams, there is a problem whether or not it can be described statistically.

The brief which we received from the Ontario Federation of Students provides an interesting statistical perspective on this issue. The OFS reports that the official standard for colleges is 110 square feet of assignable space per student. The statistics compiled by OFS show that many colleges are well below this standard, the worst case being Seneca at 58 square feet per student. We have not had the time to do our own calculations, but we suggest that this is a matter which needs examining.

Facilities

Of perhaps even greater concern than space is facilities. In a fascinating essay on the relationship between class size and quality, Chickering and Thomas (1984) introduced the concept of redundancy. Redundancy exists when there are more people in a situation than there are roles. For example, five people for a bridge game, nine people for an octet, or three people on a honeymoon are instances of redundancy. By this criterion, we encountered a very large number of instances of redundancy in labs in the college system. We were told (by faculty, students, and chairmen) of photography labs with eight stations where there are 20; of typing courses with 20 typewriters and 30 students; and of technology labs with 10 stations and 19 students, to name just a few examples. We were told also of a program which trains ambulance attendants but which does not have an ambulance.

Most disconcerting in this respect were cases where safety is an issue. For example, an aircraft maintenance instructor and chairman told us of a case where, because of increases in enrolment, the instructor had to increase from two to four the number of machines running with propellers and felt very nervous about his inability to ensure that a student did not stick a hand (or

a head) in a propeller. We do not have statistics on the number of lab situations where there are such redundancies, but we have been struck by the large number of such cases that have been reported to us. Where hands-on experience is essential in the learning process and where there are too many hands for all of them to get "on," the ability to provide quality practical training is circumstantially in doubt.

Some Examples from the OFS Brief

Let us now augment the discussion above with a few examples contained in the submission from the Ontario Federation of Students, and which are typical of cases reported to us by students in other colleges. Students in the business administration program at Lambton complain that they are given only three tests during a 16-week course, with the result that too much material is covered on each test to promote effective learning. They note further that tests in general take three weeks to be marked in many courses and all too frequently are returned only the day before the next test. In the marketing program at Fanshawe, students are upset that methods of evaluation vary from section to section of the same class. Some students are evaluated on the basis of essays and others on the basis of multiple choice exams. Students in the design program at Fanshawe complain that they must endure a situation in which three different classes are taught simultaneously in the same room, separated only by partitions which do nothing to dampen the sound. Students at Fanshawe reported also that according to the College's Multi-year Plan, 76% of audio equipment and 34% of video equipment was obsolete.

Quality of Instruction

Central to the concept of the quality of education is the quality of instruction. The latter can be partitioned conceptually into two distinct elements: the instructor's content knowledge and his or her teaching competency. With respect to the former, students are generally of the opinion that their teachers possess high levels of expertise in their subject areas. However, we heard frequent expressions of concern that teachers could not keep up with theoretical knowledge and practical skills in areas of rapid technological change, e.g., computers, technological applications of computerized systems, electronics, etc. The "horror" stories which we heard often in such fields were corroborated by students, faculty, and chairmen. An example is a situation in one college which received substantial BILD and Skills Growth Fund money for installation of new computers. The problem was that the faculty did not have time to learn how the new computers worked. One faculty member told us that he had to "wing it" in developing programming assignments for students without knowing whether these assignments would "compute." It turned out that the assignments did not compute, much to the dismay of the instructor and to the frustration of students.

The inability to obtain appropriate guidance from faculty members in new technology was one of the major complaints which we heard from students and a major source of demoralization for faculty in these program areas. Computing teachers reported also that frequently there are no textbooks or published materials in their fields, or if there are, they are written at too high a level for the students. These faculty reported also that frequently a course with the same number is

almost totally changed over a few years as a result of changes in technology. We felt that these faculty made a very plausible case that teaching seven courses and 20 hours a week frequently does not enable them to keep up with the pace of knowledge in their field, and that the provisions which colleges have made for professional development in such fields are totally inadequate. We spoke also to many new faculty in computing departments who told us that they had to teach six or seven different courses that they had never taught before in their first year of teaching.

Administrators generally were very conscious of the problems which faculty in rapidly changing technology fields have in keeping current. However, the administrators felt that college budgets were too tight to provide the release hours or blocks of time which were needed for faculty in these fields to keep up with changes in technology. One administrator suggested that capital grants for new equipment should be accompanied by matching operating funds to provide for the out-of-pocket expenses and release time for faculty to learn how the new technology works.

It would, perhaps, be an overstatement to say that the Ontario colleges are a Third World country in that they are acquiring fancy new equipment without also acquiring the knowledge to operate it. However, we must wonder about the quality of instruction provided by a faculty member who finds out on Friday that he is getting new technology on Monday but is given no advance or concurrent release time to experiment with it, or sometimes, even to set it up properly. We must wonder too about what kind of sense of professionalism and morale a faculty member in this situation can maintain. Based upon the number of people who have described similar problems to us and the detail of their examples, we suspect that this is a problem of major proportions.

The other dimension of quality of instruction pertains to the teaching abilities of faculty. The number one concern expressed by most students with whom we spoke was the ability of faculty to communicate their subject matter expertise and to exhibit the skills of teaching - curriculum planning, establishing course objectives, lecturing, evaluation, etc. Students suggested that these problems reflected both workload pressures and insufficient training in the art of teaching.

We were told that the typical approach to pedagogical training was a one-week orientation for new teachers immediately before their entry into the classroom. We spoke with many new teachers who told us that they were hired in September, put through a very quick one-week orientation, and then assigned 20 or more hours involving at least four different courses. When we asked if it wouldn't make more sense to hire new teachers in the spring and give them a longer period of training in teaching methods and time to develop their courses, we were told "Yes" but the college can't afford it."

While there is clearly no consensus about the best way to train teachers, most informed opinion would suggest that a once-only one-week orientation immediately before going to the classroom does not reflect much concern for students or teachers. We note also that the Basic Documents place considerable stress upon the investment of time and resources, on a continuous basis, in training subject matter experts in teaching methods. The low priority given to teacher training in the colleges is another unobtrusive indicator of quality. There may be some electronics, computing, or accounting experts who have natural teaching ability. However, with the type of training provided for new teachers, and the type of refresher training provided for veteran teachers, any excellence in teaching found in the system would only be fortuitous.

Course Evaluation

Beyond the training of teachers, students have expressed a strong desire for the establishment of a system of course evaluations. They have presented this proposal, not for the purpose of conducting a witch hunt among the faculty, but for providing constructive feedback which may be used for the improvement of teaching methods and course content. They have suggested also that a teacher's workload situation be taken into account in designing the course evaluations. In one college, students said that as much as they desire a course evaluation system, they are willing to wait until faculty workload problems have been resolved, before instituting such a system. They have urged also that course evaluations be done in such a way as to provide adequate protection for faculty against arbitrary administrative treatment.

These student proposals for course evaluation seem to us sensible proposals with sensible qualifications. As we noted earlier, Astin has argued that no college can be serious about its commitment to quality if it does not elicit feedback from students regarding their educational experience. The practice of obtaining student input in program and course evaluations is widely accepted in post-secondary education, and while it obviously does not provide complete information for assessing quality, it is a valuable component.

Professional Development, Curriculum Development, and Program Review: Interrelationships

Quality does not happen by chance but is a result of continuous efforts directed towards maintaining and enhancing it. Within industry, quality control and development are an ongoing concern which require significant expenditures of time and money. Thus, industrial organizations, if they are to survive, not only establish quality control departments but also make major investments in research and development of better processes and products. Similarly, if the colleges of Ontario are to remain quality institutions that are relevant to a changing society then their budgets should reflect a serious commitment to ongoing program reviews as well as professional and curriculum development.

It is equally important to recognize that these activities are so closely interrelated that to ignore one of them is to render ineffective the efforts in the remaining areas. Within an educational system, it is virtually impossible to make sharp distinctions between program quality and professional competency, for all too often the program or course is the instructor. Thus, any change in program quality is highly dependent upon changes in faculty. Implicit in the role of an instructor is the professional responsibility to maintain an expertise in the appropriate fields of study and to remain current with the developments in these fields. In addition, he or she must constantly search for and apply the most appropriate and effective pedagogical technologies available. The need for such professional development is fully recognized by students, faculty, and administrators alike but the commitment in face of declining budgets is diminishing. In fact, some colleges have budgeted less than $160 per faculty member for professional development. However, the scale of professional development that seems to be required suggests that a greater portion of the budget should be devoted to this activity.

Of equal importance is the assurance that sufficient time is made available for professional

development at appropriate periods in the year. While the May-June period was perhaps once available for the professional development of most faculty teaching in post-secondary programs, it has never been readily available for those teaching in retraining programs. In many cases, the needs for professional development are as great for the former but for different reasons. Faculty in programs such as BTSD and ESL may need to devote such time to pedagogical training and to develop expertise in curriculum development.

This observation does not mean that all faculty should be allocated identical amounts of time for professional development but rather that a minimum amount of time is required by each faculty member which may be extended to meet particular program needs. Obvious examples are the high technology areas which are presently undergoing rapid and frequent changes. However, all professional development activities need not be devoted entirely to updating in a field of study. Comments were expressed by students, administrators, and faculty regarding the need for some process of regeneration of interest and motivation in the teaching/learning process.

It would seem that the major part of curriculum development is limited to individual course development, more familiarly known as course preparation. Many faculty expressed concern about the need to place some limits on the number of course preparations per semester whereas comments regarding curriculum development were few and far between. One gathered the impression that thee was little concern about this activity in most colleges. The occasional individual would make some comment regarding curriculum development but not with the same conviction or concern as other instructional assignment issues might provoke. The almost total lack of concern for curriculum development in institutions which pride themselves on providing relevant programs for just about any need was disconcerting to the committee. Why the colleges appear to have given curriculum development such a low priority is not known to the committee.

No specific answers were provided to the committee other than that such activities are time consuming and expensive. This short term perspective toward both curriculum and professional development has in effect curtailed dramatically the only significant investments that educational institutions can make. We are therefore concerned about the long term future of the colleges. Without systematic development of new programs or courses and the continual refinement of existing programs and courses, the colleges will become less relevant to the workplace and thereby less able to meet the needs of students. It is critical for the college system that provisions be made in terms of budget and personnel for curriculum development.

A number of factors extant among the colleges militate against more than a perfunctory commitment to program and course development. Reference has already been made to the gradual erosion of time once reserved for such activities, but program development, like professional development, is an ongoing year round operation. The necessity to ensure that instructional assignments are as close to the maximum as possible for all faculty prevents the creation of alternate periods of time for developmental work.

This is especially true for instructors in many of the retraining and academic upgrading programs. Many of these programs operate on a continuous intake model which means that they operate on a year round basis, leaving no time for development. Yet in some respects it is these programs to which much attention should be given. Many of the students in these programs returning to an educational institution did not leave the prior one with any sense of success or

accomplishment. To place such students in a self-help environment in light of their past educational experiences begs for more curriculum development.

It is also difficult to appreciate the pride exhibited by some administrators in their stated ability to introduce a new program overnight. How this is accomplished in such short order without the benefit of curriculum development is a mystery to the committee. Without much additional information, one must wonder if a repository of programs exist in each college and an old one is dusted off when a new program is requested. Such comments may be harsh, but the supplicant manner in which colleges place themselves in meeting new government manpower retraining demands does little to bring about a sense of integrity and commitment to education. In the future colleges might be firmer with government agencies and demand sufficient lead time for appropriate curriculum development for new programs. Some may regard this statement as naive, and caution that if the colleges cannot mount new programs sufficiently quickly to meet the demands of government, government will take its business elsewhere. Nevertheless, as many faculty have pointed out to us, the integrity of the college system requires that they educate the Government regarding the realities of sound and necessary curriculum development.

It is our view that sound curriculum or professional development is best undertaken in conjunction with a systematic evaluation of both personnel and programs. As noted, the information presented to us would suggest that such reviews are seldom carried out on a regular basis within the college system unless specifically requested by an outside accrediting agency. The need for program evaluation was recognized some years ago when the Committee of Presidents commissioned the development of an evaluation instrument now known as CAPRI Although this instrument is used in other provinces and several other countries, it has fallen into disuse in Ontario. One may also point to the existence of advisory committees to the various programs which have an obligation to require regular program evaluation in concert with proposed changes. Again no evidence exists to suggest these activities are commonplace; in fact, quite the contrary. When pressed to comment on this situation, individuals provided the standard answers of lack of time and money. Once more, the emphasis would appear to be on dealing with issues from a short term perspective rather than giving serious consideration to long term consequences.

In an educational institution the most critical resources are its staff and its educational programs. Investments must be continually made to ensure that these resources are constantly improving despite the fact that the changes are not always visible or immediate. Continued cost cutting by limiting quality assessment, curriculum development, or professional development can only lead to a slow but serious deterioration of the services provided and a consequent decline in the morale and professionalism of faculty. It is, therefore, incumbent upon administration to reassess the importance they have given to these investments in the past and their commitment to an ongoing improvement in the quality of education received by students.

Concluding Remarks

Before concluding this section, we feel compelled to reiterate some comments about quality which we have heard from large numbers of faculty and students. These comments perhaps oversimplify and overstate the reality, but they indicate the nature and strength of the feelings

which we have heard. The comments likely are such as to evoke a defensive reaction among administrators at the college and system levels, something which we regret, as we have some sympathy for the difficult task which administrators have under difficult conditions. Still, we would urge administrators, after their initial reaction, to reflect upon what these comments mean to the development of the college system. In their starkest form, these comments are reflected in a statement which we have heard over and over from faculty: "The government and the college administrators don't care a damn about educational quality; they care only about money." We heard many permutations of this comment. Often, instead of the word money we heard "cost minimization," "cost efficiency," or "cramming more students into the college."

Our impression was that many of the administrators with whom we spoke did genuinely care about quality (although they were doing little to assess or monitor it). Yet, we can see how faculty formed this impression. In recent years, a substantial amount of effort has gone into the study of productivity and cost efficiency, and reports on these indices are widely circulated and discussed when administrators (system-level and college-level) gather. We have seen no evidence of any comparable effort at data collection on quality and little evidence of substantive discussion of quality. No doubt, it is easier to measure productivity than quality. However, the easiest course of action is not always the best.

Finally, we should like to acknowledge that our study was initiated in response to perceived problems, and our interviews constituted an invitation for people to focus on problems. In dealing with immediately pressing concerns of students, faculty, and chairmen about quality and workload, we may unavoidably have been less than generous in regarding the present state of the education in the colleges. The system has undergone remarkable expansion and transformation in a relatively short time and has many achievements of which to be proud. Rapid expansion nearly always creates problems in education. In commenting on the rapid expansion at Harvard in the late nineteenth century just before Lowell became president, Harvard historian Samuel Eliot Morrison (1965:441) made the following observation: "Lowell proposed to put back into the academic basket some of the things that had fallen through the mesh during the process of expansion. Of these, the most important was education." It is time to restore the academic basket of the Ontario colleges and to renew the system. In addition to attending to funding and workload, such renewal requires attention to academic leadership, faculty involvement, professional and curriculum development, and program review.

Equity

In this section we attempt to provide a brief analysis of the problem of equity. Several perspectives on this important issue can be constructed from the data we have provided, not only from the patterns of assignments described in earlier, but also from the perceptions of both faculty and administrator offered to the committee. In this section, we discuss four approaches to the idea of equity, followed by the committee's perspective on some specific issues related to the topic.

Approaches to Equity

In our understanding, the contract permits two apparently conflicting approaches to equity.

First, some would view the assignment of an equal number of teaching hours to all faculty as evidence of an equitable assignment distribution. In practice, this condition would obtain when, for example, all faculty are teaching maximum weekly (or annual) hours. As contact hours is the only specifically quanitifiable feature of instructional assignment cited in the collective agreement, there might be a certain logic to such an equation of equity with equality. We would note that many administrators appear, by their practice, to hold to such a de facto view of equity in assigning all faculty to teach the maximum number of hours permissible under the agreement. However, as will be discussed below, most administrators perceive this to be inappropriate as a demonstration of equity, despite such common practices.

The second view holds that, according to the contract, equitable assignments may be those with varying hours of instruction, such variations being the result of the application of factors cited in article 4.02(a)(iii) (a) to (j) inclusive. While such a perspective on equity appears desirable to all we spoke with; in most instances, we discovered the factors cited were not applied systematically, were unknown to the assignors, or were simply deemed irrelevant (given the pressures of numbers, leading administrators to exact maximum weekly teaching contact hours from most, of not all, faculty). Stated differently, assigned hours might be fewer than a given amount; for example, if travel time were considerable or if a particular instructional mode were employed in a given course or program. This approach to equity, however, is implicitly oriented , to "effort" as a surrogate for workload. By this we mean that equity is assumed to be present for those expending (roughly) equivalent effort in the performance of their assignments. "Heavy" assignments (or workloads) are, therefore, distinguished from "light" loads by an implicit judgment about the effort which is to be expended. It is apparent to the committee that faculty and administrators, individually and collectively, make use of this perspective in how they, in practice, evaluate different assignments.

A third and related approach can be derived from a more limited view of the contractual relationship. Here, one is drawn to the protective and/or defensive nature of the agreement which seeks to preclude or resolve those assignments which might be considered to be "inequitable." Assignments construed (by either party) to be inequitable are assumed to be, in simple terms,

unfair and/or unjust. While this, at first reading, might be seen as merely a reiteration of the initial perspective (i.e., unequal), the interpretation implicit in the numerous arbitration awards under article 4 suggests that a more complex form of comparison is called for; one which establishes (or fails to establish) either the relative disparity between one individual's assignment (and related duties) and those of others, be they across the college or within a program or department; or the absolute disparity between an individual assignment and a given standard. Some arbitrators (e.g., O'Shea) have expressed concern that no obvious standards exist for the evaluation of factors stipulated in article 4.02(a)(iii) (a) through (j), but rather only hourly maxima appear to exist for this purpose. Moreover, a basis from which to assess claims to relative inequities has not been developed.

This latter approach embodies some of the problems associated with each of the two former perspectives. Similar to the first approach (which we can term the equality perspective), appeals might be made (or, according to the thrust of arbitration awards, must be made) with reference to an objective measurement; i.e., an assignment is unfair or unjust if it can be seen to be unequal against a definable (presumably numerical) standard. Similar to the second approach, assignments requiring differing effort (measurement of which is far from direct) would likewise be judged as unfair or unjust, though we note, as did O'Shea (Florence Ward Interim Award #1, 1982) that different employees may devote vastly different amounts of time (read effort) to performing substantially the same functions, depending upon the individual skills, experience, ability, motivation, concentration, and ability to work efficiently. Greater difficulty would obtain in efforts to compare individuals performing substantially different functions. Both views (equality and effort) present their own dilemmas with respect to comparisons. The third approach (fairness) seeks to address both and, in our view, has addressed neither, at least from the perspective of the arbitration awards.

Finally, a fourth approach might be offered that of "reasonableness." While this criterion might appear, at first glance, to suffer from the same indeterminacy as the "effort" approach, its basis is not in comparisons among members of a group (within a department or a college), but rather, its implicit referent is whether or not faculty and/or administration deem it likely that the range of factors constituting the entirety of the assignment "will promote good quality teaching" (Estey; 1975:98). Though this is not the only function of the collective agreement, it is fair to say, following Estey, that the nature of the educational enterprise must be considered in establishing "reasonableness." As in the instance of the "effort" approach, the committee has found a commonsense reasoning on the part of both faculty and administration which seeks to answer the implicit question, "Is a given workload reasonable?"

We would note that it is with respect to this last notion that the disparity between faculty and management perceptions appears most dramatically as a "mile-wide chasm." Both groups indicated that, using the "equality" approach, most faculty (within each category) are teaching relatively equal numbers of hours. Both groups similarly agreed that assignments were somewhat variable with respect to "effort," which constituted a degree of inequitability under the second approach, the degree to which forming the basis of disagreement. Likewise, both faculty and management agree that it is difficult to determine whether assignments are either "fair" or "just" (as a criteria for equitability) and that the contractual relationship informs neither a relative nor

an absolute standard given the lack of specificity of the factors cited in article 4.02. The committee can append its perception that some of these factors (e.g., nature of subject, necessary preparation and student contact, etc.) are not amenable to a single, precise or quantifiable categorization.

The basis of the considerably disparate perceptions lies with the notion of "reasonableness." The predominant view of administration is that few workloads are, in any basic sense, unreasonable. Faculty, for the most part, view their now normal--and contractually permissible--workloads as essentially unreasonable. It is worth noting that those first-level administrators we spoke with are essentially divided on this question, possibly reflecting their organizational position as well as their personal experience and perceptions. Administrators find it basically appropriate that faculty are not only teaching the number of hours that they are assigned, but to the numbers of and kinds of student they meet, in the facilities in which they work, in the subjects covered, and in the manner they engage and evaluate students. Faculty find it basically inappropriate and unreasonable that they are expected to provide a respectable, quality education given the factors brought to bear (hours, numbers of students, nature of subjects and students, facilities, etc.). While this disparity in perceptions appears to be the basis of much genuine disagreement, it extends the debate concerning what workloads are appropriate beyond the contractual domain to include issues of quality and fiscal reality at one time. Both groups would appear to agree that equalizing hours does not imply equivalent efforts, nor will the application and formal distribution of factors (i.e., those in 4.02) constitute a just or fair assignment. Rather, it appears that both faculty and administrators understand the reasonableness issue as the essential dilemma.

The committee has been presented with much direction as to what constitutes a reasonable workload. Our conclusion, however, is that it is difficult to construct a single, numerical standard for reasonableness from which to compare descriptions of actual assignments. Both faculty and local administrators concur that it is insufficient to employ contact hours (or even student contact hours) as the sole or even major determinant. Indeed, while the variations, both within and between colleges on such measures is significant, variations in those more subjective factors contribute much to our understanding of how inequity is experienced in particular colleges. A range of these factors can be addressed by asking how reasonable is a given assignment, in and of itself, as well as compared to others. Both forms of comparison were offered to the committee in a variety of contexts.

Group 1/Group 2 Comparisons

The first and most contractually relevant comparison concerns the distinction between post-secondary and non-post-secondary faculty. Clearly, the assumption lying behind the current agreement is that differences in yearly (and weekly) hours are reasonable, given the nature of the tasks and the effort that faculty in each group are expected to perform. Our understanding of the experiences and perceptions of those we spoke with is that this assumption is, in large measure, unsupportable. This conclusion is, we believe, supported by several facts. First, for a number of areas, in technology in particular, faculty are regularly engaged in some retraining and some post-secondary teaching (a range of electronic, mechanical, and instrumentation, etc. programs

can be offered as examples). In such cases, faculty and administrators (chairmen) offered the view that the determination of category appeared to be a function of funding source rather than instructional tasks, and many were unaware of which category some affected faculty were actually in at any given point in time. Those faculty in group 2, however, can be (and many are) assigned up to 200 annual additional hours and, as a result, teach considerably more weeks than their group 1 peers with whom they share responsibilities. They share the same professional and curriculum development needs, which are often considerable in such "high tech" areas. They share the same theory and laboratory preparation requirements, and the same student evaluation requirements, the same responsibilities for student placement and liaison with employers. Most of all, they share the same students and curriculum. This includes, for example, the case of faculty teaching identical secretarial courses to post-secondary and retraining students, albeit in separate sections. The rationale for contractually imposed differences for such faculty are difficult to reconcile with the actual assignments. It appears patently obvious to us that such differences in assignment are inequitable.

A second group of non-post-secondary faculty who merit comment are those involved in college preparatory, upgrading, remedial, and ESL teaching. While such faculty tend to have smaller class sizes, most reported increasing demands over the past few years centrally through larger classes, with the concurrent pressure to offer "lecture" or "group work" more regularly, and through having an increasingly diverse group of students intending to enter a variety of programs each of which may have particular requirements, for example, English composition or different science courses, at different levels and for different purposes. Such demands, coupled with the heterogeneous academic, social and cultural backgrounds of students, appear to have necessitated increased curriculum planning and a multiplicity of delivery styles.

Surely, orienting to such needs is not wrong, given the college's mandate. For these needs to be met, however, requires establishing clearer expectations and guidance to faculty as well as the time to accomplish the tasks expected. As with other group 2 faculty, little professional and curriculum development time is available, often none in a reasonably continuous block. Offering non-contact time on otherwise assigned days, or one day a week, or on randomly dispersed days does not represent an administrative expectation for any concerted PD or CD activities. Similarly, if extensive work in preparatory areas is expected, class sizes of more than 20 is, according to faculty and many chairmen, unreasonable, if not counter-productive. This is exacerbated by the continuous intake nature of such programs which may change both the specific nature of the students and the consequent demands on faculty at many, and irregular, points in the year. This group of faculty attend to the largest and most basic group of non-post-secondary students. Their experience is that (senior) administrators denigrate their contributions and efforts. We heard little to challenge their perception.

A third group of non-post-secondary faculty are frequently said by administrators to have unreasonably "light" workloads. They include those in more traditional retraining and trades training areas such as welding, machine shop, automotive and other regulated and non-regulated trades. Of those we spoke with, most seemed largely satisfied with the number of weekly hours they spent in student contact (some of whom have 25 hours, either under a local agreement or de facto under the realities of their program organizations). While there is considerable variation in

the professional development needs of faculty in this group, most expressed great dissatisfaction with the lack of professional and curriculum development time, especially in a block, for the purpose of professional updating. Anyone who doubts the necessity for such time need only reflect on some of the changes in, for example, the micro-computerization of automobile fuel, electrical and monitoring systems, or of aircraft design and components. Such changes may not require exceedingly long blocks of non-contact time every year but clearly require more than current provisions. In addition, both faculty and (some) administrators have serious concerns about safety which have arisen as class sizes have increased. These can be addressed only by establishing reasonable class size limits and adhering to them. Not unrelated is the apparent willingness of administrators to accept if not solicit funds in particular areas which in turn requires large and often hastily organized efforts to develop curriculum, find students, utilize equipment, sign contracts (with either employers, unions or governments) and actually mount the program successfully. In a previous section, we raised the concerns about the quality implications of such hastily implemented initiatives. Here, we note that such initiatives impose demands on faculty which must be taken into account in assessing and assigning their workload.

In sum, the committee finds it necessary to question the group 1/group 2 distinction. Those involved in the variety of remedial and upgrading programs, as well as those in numerous technology and business areas, share much with post-secondary faculty. A re-examination of their total assignments will, we believe, find them with more reasonable workloads especially if seen in relation to their counterparts in other jurisdictions.

Post-secondary Comparisons

A second comparison concerns workloads of post-secondary faculty. In addition to some extreme variations between colleges (which apply to most, if not all, subgroups), there are several relevant distinctions we have considered. First, we find no justification for the contract provision that nursing faculty may be allocated an additional 75 hours per year. The demands on their time are certainly no less, on a weekly basis, than for post-secondary faculty as a whole. Their extra annual hours come, in large measure, from additional weeks of teaching. Our impression is that their professional and curriculum development needs are essentially denied in favour of additional teaching. Many have participated in major curricular renovations out of a sense of professional responsibility. These efforts are not only appropriate, but are necessary if professional standards are to be maintained and their students are to become accredited practise. The amount of clinical supervision required is a function of professional judgment, relations with hospitals and their personnel, and the needs of particular students. We are concerned that, at current levels, the effort required to carry out these tasks at a high level of professionalism may be unreasonable.

A second , and not unrelated, comparison concerns those faculty involved in field placement and cooperative education activities. The lack of consistency in how such supervision is measured must be addressed. We have noted that administrators and faculty involved in such programs agree that current allocations are largely arbitrary and in need of substantial revision in many cases. It may be argued that by accounting for all these (including evaluation) such faculty would be relatively privileged compared to those peers whose time for student evaluation is not similarly

counted as instructional time. However, given the limited number of placements involved we are not sure this would result in significant inequities and, if our concern is what is reasonable, rather than merely equal, our criteria must be different for different contexts.

Similar provisions should be made with respect to co-op supervison. Such allocations must ultimately be based on the work expected of faculty in such circumstances. If the nature of the "contact" involved in field placement or co-op supervision is limited to monitoring attendance or observing (but not evaluating) a problem student or performance, such activities are clearly of a different order than those which call for technical or professional competence, the management of relations, and the educational follow-up that may be reasonably expected of a teaching master. If such expectations are present on the part of both academic administrators and faculty, time allocations for such activities ought to be commensurate with the stated role expectations and responsibilities.

A third comparison of some interest relates to distinctions between those faculty with program, in addition to teaching, responsibilities. Not all post-secondary faculty take upon themselves, or are assigned, the task of recruiting, screening, and selecting applicants; acting as class advisor, arranging placements, and performing significant liaison functions with industry, agencies, and their professional peers. From our numerous discussions with post-secondary faculty, it appears that those involved in such activities have adopted different perspectives on which aspects of their assignments are most problematic. The lack of adequate recognition for these tasks ranks high on their lists.

We note that as a result of possible changes in admissions policies, these tasks may become increasingly onerous, at least in the near term, as programs may be required to employ applicant selection criteria that "shall be capable of objective demonstration or measurement;" "shall be relevant to the program" and "shall reflect the probability of success in the program" (MCU, 1985b:5). If such a policy is adopted, much effort will be required to substantially modify existing procedures. The committee has little doubt that such program specific responsibilities must be taken seriously, that they vary in quantity and demands on a program specific basis, and that reasonable allocations must be provided to faculty engaged in such activities.

A fourth and final area of comparison involving post-secondary faculty concerns their involvement in what has been termed "summer teaching." As we noted earlier with regard to patterns of assignment, our data suggest great unevenness in the assignment of post-secondary faculty to teach during either the May - June or July - August periods, two variants of which can be cited simply. The first concerns those faculty involved in non-semestered, non-traditional and cooperative education type programs where the permutations of scheduled student activity (classroom, lab and employer-based training) require faculty involvement for periods during a time when other faculty are not normally engaged in such activities. While these faculty tend to have fewer hours during the normal terms, such reductions tend to be minimal, yet allow for non-contact time to be scheduled (e.g., 40 weeks at 17 hours per week falls below the annual maximum, as does 30 or 32 at 20 hours per week). The loss of such time for professional and curriculum development is considered by most faculty we spoke with as being a serious source of inequity and, given the necessity for ongoing PD and CD activities, this loss cannot be reasonably accounted for given such assignments.

A second group of faculty involved in "summer teaching" consists of those post-secondary faculty who are assigned to retraining programs during either (May - June or July - August) period. Such assignments constitute a major irritant in a number of colleges. In one college, for example, the expectation is that a third of faculty will be involved each year, though some may be involved annually and others rarely. Expectations for work performed during the summer in these situations are unclear and range from "babysitting" to more substantive educational activities. This latter perception is of some import in that many faculty told us of that perfunctory involvement of regular post-secondary faculty in summer stints in upgrading and retraining has a deleterious effect upon both faculty and students. We were offered the example of how one group of BTSD students had five different English teachers over a ten-week period.

The unevenness of such summer responsibilities includes major differences between and within colleges as to which programs are affected (e.g., substitute ESL instructors are hired at one college where regular post-secondary faculty fill in for BTSD instructors, to other colleges where only selected faculty are utilized, to colleges where no such assignments appear to be given). Assignments of faculty in this way appear to assume that a modicum of substitution is not only feasible, but has no negative effects on the educational process of which it is a part. Given that faculty are hired for their subject, rather than their pedagogical competencies, we question the appropriateness of such assignments for both staff and students.

Additional Comparisons

Two further areas of comparison should be mentioned.

First, overwhelming agreement exists among faculty and administrators concerning the assignments of new faculty (sessional and probationary). Employing a commonsense version of what is reasonable, there is little doubt that assigning equal workloads to beginning teachers is anything but reasonable. Compounding this is the de facto procedure in the majority of cases of hiring new faculty as late as possible and assigning them the remainder of courses and sections which their more senior colleagues find least desirable. Such faculty therefore face assignments often composed of the largest number and range of different courses, the poorest of schedules involving travel and timetabling resulting from "whatever is left," with few opportunities to either "catch your breath" or consult with colleagues. New faculty do, in this sense, also create additional professional duties for existing faculty who are properly assumed to be the greatest source of assistance for content, teaching methodology and materials. To the extent that most faculty appear to prefer similar, smaller, advanced level classes, new faculty are often expected to teach large first year courses which can result in not only their discouragement but that of their students. The committee shares with those we spoke with across the system the view that current practices are both unproductive and unreasonable and should be altered to ensure that the assignments given to new faculty are more appropriate and more reasonable.

A second additional area concerns the distribution of the material and physical resources of the college. From what we heard from both faculty and administrators, comparisons between divisions and programs would show great variations in the distribution of space, equipment, etc. No one we spoke with would suggest a standard of equality be used in such allocations, some areas

of activity clearly require greater resources than others. However, the question has been frequently raised concerning the effects of such distributions on the ability of faculty to carry out their assignments. The committee had limited ability to inquire into the actual distribution of resources, though we were invited to observe everything from broken audio-visual equipment to inadequate office space to poorly maintained washroom facilities. The unevenness of allocations can, in some instances, be traced to the availability of generous funding for particular large-scale capital expenditures, but not for either "normal replacement" or ongoing operating needs. One faculty member expressed this succinctly by stating "If you want anything in our division you call it CAD/CAM. If you want a pencil, call it a CAD/CAM pencil." The feeling is widespread. Many faculty are disturbed, not because of a general inadequacy of everyday material resources, but also that the majority of programs with no expensive needs seem to be "subsidizing" those few with particularly exotic requirements. While we cannot conclude from our data that such expenditures on a limited number of major capital investments have been "made on the backs of the average faculty member," the committee is impressed by the need to consider the effects of generally inadequate resources on the effort required to utilize them (e.g., time spent repairing the same equipment over and over, disparities between equipment used in the classrooms and that used in industry, producing equations and lecture notes on paper because a blackboard needs resurfacing and can't be seen from the back of an overcrowded classroom, etc.). While it may be possible in some instances to do more with less, it seems that a point has been reached where having less inevitably means doing less.

Toward Reasonable Assignments

The problem faced by the committee has been understood by the college communities (faculty, administrators and students alike) to be that of answering the question: What constitutes a reasonable workload? We need remind no one of the subjectivity inherent in such a challenge. While we are not without data upon which to base such a judgment, the perspectives of those involved find their grounds in far more than averages, percentage distributions, and constant dollar comparisons. Knowledge of the actual activities and problems faced by those engaged in the educational enterprise neither can nor should be in any way discounted.

To subsume the very real and tangible variations both within and between colleges in a single index is to reduce all matters of discretion and judgment to matters of rule. While such a rule-governed approach may offer something in the way of clarity, it cannot consider the full range of factors that are germane and worthy of consideration. In short, we do not believe a single formula can do justice to the myriad of highly relevant factors identified as either components of, or influences upon, instructional assignments.

The overwhelming majority of faculty we spoke with cited aspects of their workloads which are either not recognized at all or not given adequate attention compared to their importance. At the same time, while such factors are not susceptible to quantification, "assigned instructional hours" fails miserably to capture the relevancies which are plainly available to anyone willing to reflect on the nature of faculty workloads. All evidence to the contrary, defining workloads solely in this manner is to sustain an indefensible pretense.

If a reasonable workload is the object of the assignment exercise, the committee believes certain necessary criteria must be met which include specific provisions for:

1. weekly and annual instructional hours;
2. numbers of students in classes of different kinds:
3. minimal curriculum and professional development time and accountability for its use for all faculty;
4. provisions which acknowledge the full value of clinicaL, field placement and cooperative education, and laboratory and shop activities (relative to lecture, seminar activities);
5. the number of different courses and/or activities individuals are assigned;
6. the assignments given new faculty; and
7. provisions which practically distinguish the nature of students, e.g., remedial.

The specific numbers appropriate to these criteria must obviously vary for a number of different faculty activities. However, the range is not infinite, nor is the number of categories of faculty activity to be considered. The issue at this juncture must be to acknowledge that the criteria listed are not only relevant but can in fact be the subject of specification.

Finally, we must note our concern on two additional matters.

First, we have examined the brief presented on behalf of the committee of Presidents and the Council of Regents. We regret that those bodies have been unable to appreciate the effects of funding constraints and enrolment increases on the educational enterprise. In our view, excessive and inappropriate assignments are more the rule than the exception and failure to acknowledge this basic fact represents a distortion of values far more than a difference of opinion. To imply (1) that class size is largely irrelevant and (2) that the maximum instructional hours allowable for the majority of faculty should be independent of, or even, increase with no limitations on other factors. is simply untenable.

Second, the development of a more appropriate bargaining structure is necessary to facilitate the transition to an agreement which can address the criteria and issues cited above. No short cuts are possible that will allow both faculty and administrators to claim and exercise ownership over both the problems and potential solutions which they have brought to the committee's attention. The issues of quality discussed earlier, equity and the problems associated with its measurement, professional development, curriculum development, program review, and mechanisms for addressing disputes--all of these matters-- call for fundamentally different relationships than exist at present. We do not believe there is "one right answer," but its absence cannot deter either faculty or administrators from any attempt to find one that will address their sustantive concerns.

Comparisons with Other Jurisdictions

The Relevance of Comparisons

Throughout the history of collective bargaining in the Ontario college system, there has been a fairly consistent reluctance on the part of the Council of Regents to consider comparisons either with other Canadian or with comparable U.S. institutions. In contrast it would appear that the union has on more than one occasion encouraged comparisons with other community colleges, and its most recent position on instructional assignments would appear to have been heavily influenced by the current agreement of a sister institution in the province.

Despite this generalization, the Council of Regents in its presentations to Mr. Justice Estey did propose that institutions such as the Northern Alberta Institute of Technology and the Southern Alberta Institute of Technology were appropriate for comparison in matters of weekly teaching hours. During these same hearings the Union representatives were of the opinion that the Alberta community college system should be used in comparing weekly teaching hours. Justice Estey himself refrained from making comparisons with any jurisdictions and concluded:

> This Board (of Arbitration) is not in a position to conduct a proper investigation into these varying types of (teaching load) scales. References to these other institutions are helpful in a general way to ascertain trends and measurement techniques, but in our view are not helpful to ascertain the precise answer to the workload question which we must unhappily now answer. (1975:76-77).

During the most recent round of negotiations, the union once again made a number of proposals regarding instructional assignments which were based upon the system currently in effect at the Ryerson Polytechnical Institute. According to Whitehead (p. 64) the Council of Regents' position on this matter is: "Such a model as is in effect at Ryerson and proposed by the the Union would be unsuitable, inappropriate, unworkable, and unnecesary in the Ontario college system."

These strong statements have their roots in the belief that the CAAT system is far larger, more complex, and varied than Ryerson and so the model employed at that institution would not be transferable.

The committee does not share the opinion that the Ontario college system is so different from any other college system in North America (or beyond) and is prepared to make comparisons with other institutions both inside and outside Ontario. In a sense, the college system in each province and state on this continent has its own distinct characteristics, reflecting its unique history, the circumstances which gave rise to its evolution, and the different cultural, social, and economic environment in which it exists. However, since these colleges are educational enterprises designed to meet the diverse needs of out-of-school youth and adults for non-degree education, career preparation, remediation, retraining, and continuing education, there are more common features than differences among the various college systems in Canada and the United States.

First, it is assumed that the role of instructors is relatively similar within all Canadian and U.S. community colleges. By this we mean that faculty are first and foremost teachers. Secondly, it is assumed that each faculty member is responsible for the full range of activities and responsiblities associated with the teaching of a given course. Thirdly, it is assumed that instructors must constantly strive to update themselves and the courses they teach and to participate in the ongoing development of programs and the college. Finally, it is recognized that programs can be compared in terms of the level of intellectual and skill development required of the graduate.

One of the principal distinguishing features of Ontario colleges has been the lack of explicit university transfer programs. However, we were told that many arts and science courses in the colleges are comparable to the corresponding courses in universities, and college students who transfer to universities have been able to receive some credit for these college courses. At the other end of the spectrum, it appears that Ontario colleges devote a larger proportion of their resources to vocational retraining than is the case for many other jurisdictions. However, as noted earlier, OTA purchases now account for less than one-fifth of total system activity, and much of that is for upgrading or ESL programs which are a prominent feature in the activity of colleges in other jurisdictions as well. The vast bulk of enrolment in Ontario colleges is in career programs, as is the case in other jurisdictions. The frequently mentioned university transfer programs of British Columbia and Alberta, or of California, Illinois, or other states rarely account for more than 20 per cent of enrolment in those jurisdictions.

When one compares the descriptions of career programs in college catalogues, little difference appears to exist among programs offered in Ontario, British Columbia, New York, Illinois, and so on. In short, we are not convinced that such major differences exist between colleges in Ontario and those of other North American jurisdictions which make a comparison of instructional assignment parameters and practices inappropriate. Moreover, it is common for Ontario colleges to look to the more developed systems in the United States as sources of ideas for organization, curriculum, and pedagogical innovation. It seems equally appropriate to look to the instructional assignment experience of these jurisdictions as well, not necessarily for models to emulate but at least for experiences upon which to reflect.

Ryerson Polytechnical Institute

The Ryerson Polytechnical Institute is the only institution with which a comparison might be made within Ontario, especially since its contract contains many of the items regarding instructional assignment proposed by the union for inclusion in the colleges' agreement. Although the union has chosen to emulate the workload articles contained in the Ryerson agreement, it must be pointed out that these articles were developed in a spirit of cooperation and over many years. It is therefore appropriate to provide a short history of collective bargaining in the institute, together with some comments on the prevailing relationship hich exists between the faculty and administration.

The first agreement negotiated between the institute and the Ryerson Faculty Association in the academic year 1966/67 contained some basic workload provisions. These included such items as: specific limits to the number of "appearances" of an instructor before a class; parameters

regarding the number of unique preparations; and class size limits ranging between 15 and 35 students.

The agreement remained in effect until 1972 when a second round of negotiations was initiated. At this time the institute and the association were unable to secure an agreement on several issues, including workload. Since the agreement called for binding arbitration in such circumstances, an arbitrator was appointed in the fall of 1973. The arbitrator did rule on issues such as salary and benefits but charged the parties with the responsibility of arriving at an acceptable workload solution. Extensive discussions on this topic were undertaken throughout 1973/74 and the 1974/75 collective agreement contained a new workload clause stated in a rather broad and conceptual format.

This clause remained in effect until 1980/81 when matters of workload were once more in dispute. Again the arbitrator refrained from making decisions on workload and referred the matter back to the parties concerned. By 1982/83 an amendment to the workload provision of the existing contract was agreed upon by both parties. The one important addition incorporated into the agreement was the principle of "averaging" workload over a specific time period. In this case, workload may be normally averaged over a two-semester period. This permits uneven teaching assignments in each semester to allow for particular program factors. It was in this agreement that graduated allowances of preparation time for courses to be taught were first introduced.

Although the 1984/85 agreement is somewhat different in detail from the previous contracts, the major characteristics of the workload provisions have remained essentially the same as they have been since they were first included in 1974. Thus, the current contract contains a number of features which are absent from the college's agreement, the most notable of which are:

1. the recognition of a number of elements in the instructional process such as course preparation and student evaluation for which specific time allowances are made;

2. the establishment of several limits including: an average workload of 50 hours per week; a maximum class size of 44 - 48 students; the average weekly student contact hours will not exceed 540; and

3. the provision of special conditions for instruction in the nursing and social work programs.

Ryerson's acceptance or recognition of the need to quantify workload components is in stark contrast to the Council of Regents' view for the Ontario college system. How does one account for the difference in views in comparable institutions within the same province? No obvious answer prevails but two factors differentiate Ryerson from and the college system.

Ryerson Polytechnical Institute is considered by the provincial government as equivalent to a university and so is eligible for funding at the levels that prevail in the university system. The CAATs on the other hand, are funded through a different mechanism. The net result is that grants per student at Ryerson are somewhat higher than in the college system. One could therefore conclude that Ryerson is in a more fortunate position and is better able to accommodate a flexible and diverse instructional assignment arrangement (though Ryerson has complained that the university funding formula gives insufficient recognition of the institute's cost structure).

While there is a strong appeal for this explanation, it should be realized that the

"quantification of workload components cannot be seen as a panacea to correct any unreasonable behaviour by unreasonable people" (Whitehead, pp. 97-98). This observation suggests that greater consideration should be given to the climate prevailing within the institution and at the bargaining table. After all, the level of funding does not limit the range of quantifiable variables that might be considered as distinct from the maximum or minimum limits assigned to these variables.

Several interviews with both administration and faculty at Ryerson provided an opportunity to assess the nature of the organizational climate. It was clear that the prevailing attitudes toward collective bargaining have been critical to the evolutionary approach taken in the development of the agreement. A number of individuals referred to the "ethos" within the institution that resulted in the parties' being determined to make the agreement work despite the soft and sometimes ambiguous language. In the same view, the contractual agreement is "silent" on a number of workload conditions which are expected to be worked out satisfactorily at the departmental level.

There is no doubt that the problem solving approach to workload issues and the positive labour relations atmosphere within the Institute are key factors in dealing with instructional assignments. On several occasions our attention was drawn to Article VI of the Ryerson agreement which indicates that, among other things, working conditions and salary schedules must be judged in relation to the educational aims of the Institute. Whitehead's (p. 98) assessment of Ryerson is that it is an institution with a relatively "mature" bargaining relationship.

Particular attention would have to be given to number of assignable teaching hours per week. The Ryerson contract permits a maximum of 18 hours of instruction in any one semester provided that the overall average for two semesters does not exceed 16.5 hours. Such maxima seem to be in keeping with the levels established in other contracts for post-secondary programs, but seems, to be low for the other types of programs. Therefore, the adoption of this approach would require some other maxima on contact hours for vocational and upgrading programs.

It is possible that both college administrators and faculty might have concerns regarding the establishment of maximum class size similar to those in the Ryerson agreement but for different reasons. For the case of administrators, there is some reluctance on their part to recognize that class size is a significant factor in establishing equitable workloads. On the other hand, although faculty are anxious to have some form of student contact measure included in the contract it is conceivable that they may view the class sizes at Ryerson as being too large. Many college faculty consider a class size of 30-35 as being too large, and yet it is possible for classes to reach enrolments of 48 students at Ryerson. In all fairness, it must be pointed out that the interaction of the measured variables employed to determine workload at Ryerson is such that an instructor teaching the maximum of 16.5 hours per semester would never have classes at maximum enrolment.

A major attraction of the Ryerson approach is that it does permit a relatively high degree of flexibility in establishing instructional assignments for individuals. Thus, an instructor assigned fewer teaching hours per week than the maximum can be expected to teach larger classes, provided that the number of student contact hours per week does not go beyond 540. However, the fact that all maxima cannot be attained in one instructional assignment may be viewed as a limitation. For example, the actual number of contact hours will be dependent on the number and type of course

preparations as well as actual class size. Thus, the actual planning of instructional assignments is made more complex and time-consuming because of the interaction of the variables.

Despite the added complexity of scheduling, the Ryerson approach is definitely attractive. With some modifications, it would be possible to introduce a similar formula within the college system. The principal type of modification which would be needed would be to establish different sets of parameters for different sets of programs, ideally at the college level. Although there is much greater diversity in the Ontario colleges than in Ryerson, the formula approach is not impractical for the colleges. It does require, however, that the variation between various families of programs and between colleges be taken into account in devising any formulae. The success of such a system does not depend on the size or diversity of the system but rather on whether reasonable people will act reasonably in the negotiation and administration of the workload clause (Whitehead, p. 98).

The college system would seem to have much to learn from Ryerson in terms of what can be included in an agreement with respect to working conditions and the way in which collective bargaining may be undertaken. It is important to note that many of the quanitifiable instructional assignment variables, which the Council of Regents have stated should not be included in a contract, have been present in the Ryerson collective agreement for at least ten years. During this same time period, the parties have been able to reach agreements on workload issues without third party assistance. Finally, it is important to note that the present workload provisions were not arrived at overnight, but are the results of an evolutionary approach to these matters which has been acceptable to both parties.

The Quebec Experience

The CEGEP system is consideraby larger then the CAAT counterpart of Ontario. Forty-six colleges through the province provide educational services for approximately 140.000 students, excluding continuing education courses. The collective agreement which is negotiated centrally governs the salaries and working conditions of just under 10,000 instructors. The collective agreement is the most detailed one examined by the committe and is supplemented by the document "Collège enseignment général et professional: politique budgétaire exercice financier 1984/1985." While the agreement establishes the broad parameters of workload the detailed application of a workload formula is to be found in the second document.

The article in the agreement devoted to teaching load also establishes the total full-time equivalent instructional staff for the total system and provides a method of determining staff allocation among the colleges. These numbers are primarily based upon projected student enrolments for the coming year and a government determined faculty-student ratio which will be 14.2 for 1985/86.

Individual workloads are determined by a formula and are stated in units per week which correspond somewhat to hours per week. An instructor's teaching load is normally spread over two consecutive semesters and the average weekly load during these sessions should not exceed 44 units. Additional remuneration is provided to the instructor for any additional workload.

The formula used to calculate the sessional workload of an instructor uses: (1) hours of

course preparation; (2) the number of instructional hours; and (3) the number of students taught. If the calculated value does not reach 40 units, then the faculty member may perform other duties. Each faculty member must be informed of the courses he or she will teach at least 45 days before the beginning of the semester. The actual time-table does not have to be provided until at least five working days before the beginning of each semester. This agreement, unlike the Ryerson document, does not contain any explicit or specific limits on class size and number of student contact hours, thereby making it easier to administer. It must be noted, however, that the budget document does contain a table of maximum class size by discipline. The recommended maximum class size ranges from a minimum of 15 in certain technology programs to a maximum of 30 in more traditional courses. Particular provisions are made for the nursing program in which maximum class size is limited to 30 for lectures, 16 for laboratory work, and six for the practicum. Unfortunately, the committee was unable to determine the effectiveness of the workload formula and its degree of acceptance by each party. It has, however, been the basis for instructional assignment allocations for several years, and it does provide support for the argument that a workload formula can be employed in a large college system.

The primary emphasis in the teaching load clause is the determination of the total system wide complement of instructors. The two variables in this calculation are projected enrolments and faculty-student ratio, of which the latter is most critical. The importance of the faculty-student ratio can best be demonstrated by an example. In 1985/86, the anticipated enrolment will be 140,000 students and the number of instructors required will be 9,859 using the current faculty-student ratio of 14.2. If the 1983/84 ratio of 13.72 had been used then the complement of instructors for 1985/86 would have been increased by 345. Because this formula predetermines faculty complement, it would appear that less attention has been given to the formula which is used to calculate an individual's instructional assignment. Indirectly the workload formula at Ryerson determines total faculty complement. However, the final determination of faculty complement depends to some degree on the allocation of courses among instructors. In effect, the CEGEP and Ryerson agreements provide excellent examples of two distinct approaches to arrive at instructional assignment and also to ensure a certain level of job security. It would seem that the use of a formula in such a large system, which takes into consideration preparation time and student evaluation to determine workload, does not support the Council of Regents' position that such formulae are unworkable or impossible.

Other Comparisons

The need to give detailed consideration to both Ryerson and the CEGEPs is obvious, but to treat all the contracts reviewed in a similar manner would be an awesome task. For this reason, the committee has limited this section of the report to a broad review of the other contracts.

Even then, undertaking such a review is not without difficulities. It is recognized that the measures used by each jurisdiction are not necessarily comparable. For example, one college system may use a credit hour system for instructional assignment purposes and another may use a simple measure of hours of instruction. While such differences are not insurmountable, there are other variables which prohibit, through comparison, the establishment of some workload formulae

which are readily adaptable to the Ontario college system. The reason is that each and every contract represents the best agreement possible between the parties on instructional assignment given the unique conditions and environment in which negotiations took place. We are therefore in fundamental agreement with Justice Estey in that any review of other jurisdictions is useful mainly to determine what trends or measurement techniques are used elsewhere. It must be left to the bargaining parties to determine which measures are most appropriate for the Ontario system.

Given the conditions set out above for comparisons of instructional assignments in other jurisdictions, it was concluded to be highly inappropriate to extend the review to universities and school boards. The differences among these institutions and their role expectations for instruction are so great as to render any comparisons totally inappropriate. For example, a university professor is expected to undertake original reseach as part of his or her responsibilities whereas no such expectation is made of college instructors or high school teachers. Of equal significance are the differences in educational missions, organizational structure, and funding arrangements of different types of institutions within the Ontario system. For these reasons the committee precluded any comparisons of the colleges with high schools or universities.

Other Canadian Provinces

The remaining provinces with extensive community college systems lie to the west of Ontario, but only those systems in Alberta and British Columbia were considered suitable for this exercise. In the case of Manitoba, the working conditions and salaries of instructors are governed by the Manitoba Government Employees' Master Agreement and a specific sub-agreement for educators which is notable for its lack of specificity on workload matters. The Saskatchewan colleges are omitted because they are not comparable to the Ontario system in terms of the nature and range of programs offered.

In both Alberta and British Columbia, collective agreements are negotiated at the college level. Thirteen collective agreements from Alberta colleges and 11 collective agreements from British Columbia colleges were reviewed.

An initial inspection of these agreements would suggest that the average number of instructional contact hours for an instructor is approximately 16 hours per week. The variety of provisions strongly suggests that they have been developed to meet local concerns. Thus, the range of contact hours in the Medicine Hat contract is based upon the discipline or programs in which the instructor teaches, whereas at Douglas College the differentiation appears to be based upon the nature of the learning environment. Other colleges, such as Capilano, establish equivalence measures that tend to treat two hours of laboratory, studio, or shop instruction as the equivalent of one hour of class instruction.

The underlying theme of all these provisions appears to be the need to recognize that the instructional demands on faculty vary by program and/or setting. Consequently, all instructors cannot expect to have identical instructional contact hours. By way of example, the guide to average annual departmental workloads at Medicine Hat College specifies the following:

Discipline	Annual Instructional Contact Hours
Humanities, Social Sciences, Business	420
Science and Nursing	462
Vocational	720
All others	504

In British Columbia, several colleges make similar distinctions based upon whether a program is career or vocationally oriented. Regardless of the category system employed, it is evident that instructors in the skills or trades areas are expected to have greater teaching loads than other faculty, which can range as high as 30 hours per week. In a number of cases, those teaching in laboratories, studios, or their equivalent are also expected to have a workload in excess of the basic 16 hours per week.

A number of the B.C. contracts place limits on the number of separate course preparations and class sizes or student contact hours. For example, Capilano, Douglas and Fort Kootenay limit course preparations to three per semester. Fraser Valley and New Caledonia limit class sizes, whereas the Malspina agreement contains a clause which limits the number of student contacts per week. In those colleges where student contacts are limited by class size, the maximum average class size is usually in the vicinity of 35 students. However, in particular situations the maximum class size is sometimes reduced to approximately 25 students. Courses which typically have smaller class sizes tend to be writing courses requiring extensive evaluation or laboratory courses where safety factors are important determinants of class size. Other contracts may establish class size limits indirectly through a specified maximum number of student contact hours, usually 450 per week in a semester, or a maximum number of students to be instructed in a week. This number tends to range between 120 and 150 students per week.

The number of assignable weeks of instruction can also vary from college to college and by program category. Thus, academic or career instructors may be expected to teach between 30 and 44 weeks with the most common time period being 37 weeks. The range of instructional weeks for vocational instructors lies between 32 and 44 weeks but the most typical is 40 weeks. Although the contract may contain these provisions, it is usual that instructors, particularly those in academic or career programs, do not teach the maximum number of weeks. The reason is that the semesters tend to be of 15 week duration. The same cannot be said for faculty in vocational or retraining programs which tend to be run on a nine month schedule.

To obtain a more detailed picture of instructional assignment in both of these provinces, three colleges were visited in order to interview both faculty and administrators. It would be inappropriate to assume that situations about to be described necessarily prevail in all of the colleges in Alberta and British Columbia. For example, the college visited in Alberta, unlike other colleges in the two provinces, does not provide university transfer courses. In addition, all the colleges visited are located in major metropolitan centres. Despite these disclaimers, it is felt that these institutes were somewhat representative of the colleges in this region.

For instructors in the Alberta college, the average workload per semester is five courses of three hours' duration a week, which means 15 contact hours each week. Instructors may also be asked every second year to teach an additional course during the intersession period. No contractual recognition is given to the number of different preparations or class size, although these factors are given consideration in the assignment process.

The most distinguishing facet of administration within the college is the high level of collegiality. Chairmen were recognized as "bona fide" members of faculty who had accepted an administrative appointment for a particular time period. Incumbents to these positions were appointed only after careful consultation with faculty. It is important to observe that all contacts at the college felt that faculty participated fully in academic decisions. At the same time we were assured by both sides that union-management relationships were quite cordial.

While workloads have been increasing gradually it was not considered to be to the detriment of program quality. Although administrator were encouraging approaches that would lead to greater efficiency or productivity, they were still seen to be as concerned with quality as with fiscal matters. The emphasis on numbers and scheduling which was so prevalent in Ontario colleges seemed not to exist at this college. In summary, those interviewed characterized the college as having a high degree of job satisfaction and a strong cordial and collegial relationship between administration and faculty.

Discussions with college personnel in British Columbia leads one to conclude that despite the financial constraints placed upon education in that province, matters of workload are not an important issue for any faculty, regardless of category. This impression was confirmed by staff of the College-Institute Education Association, an organization which monitors the colleges. In fact, it would appear that the majority of personnel are satisfied with the present workload arrangements.

When asked to comment on instructional assignment inequities within their institution, no one could readily provide any examples. Undoubtedly, some unique situations must exist where workloads are either relatively light or heavy, but no particular group or program could be identified as being consistently treated favourably or unfavourably. Some inequities may well prevail between academic and vocational instructors but not sufficient to cause dissent on workload.

It was of equal interest to note that the quality versus productivity issue that prevails in Ontario colleges was largely absent in the two British Columbia colleges visited. Concerns about the quality of education are as prevalent in British Columbia as in Ontario but faculty do not perceive that the current attempts to bring about efficiencies are diminishing quality. Consequently, there is no evidence of the acrimony over administrative lack of concern for quality, which is so prevalent in Ontario. Since the articles on instructional assignment are so specific, yet college faculty relations are good, one is forced again to look at the administrative structure to provide some explanation for the Ontario situation.

It would appear that both of the colleges visited operate in a highly collegial manner. At one campus, chairmen are elected by faculty for two-year terms and may be re-elected twice. More importantly, chairmen still retain their membership in the collective bargaining unit and are required to do some teaching. Thus, the role of chairman is seen as one in which the incumbent represents the members of his or her department when meeting with senior administration. In this way the chairperson is accountable to both faculty and administration. In this same college an academic council consisting of students, faculty, and administration in equal proportions has been established, to which all academic matters are brought for discussion and recommendations. Although the function of the council is essentially advisory, its recommendations are invariably accepted by senior administration.

The situation at the other college is similar and differs only in detail. It would seem that the collegial approach has instilled within faculty a high sense of ownership of and responsibility for the programs. Furthermore, no deep distrust or animosity was evident at either college. The representative of C-IEA indicated that the situation was similar in at least half of the colleges which operate on a model which is clearly collegial in nature.

With the exception of one C-IEA contact person, no one supported the concept of centralized bargaining. Although the C-IEA representative was prepared to make a case for the two-tier bargaining with salaries and certain fringe benefits to be centrally negotiated, he did sense that faculty were satisfied at present with the existing system. Again this may be a reflection of the satisfaction of faculty with present workload conditions and salary schedules.

It would be inaccurate if the above comments led one to conclude that conditions are idyllic for college instructors in Alberta and British Columbia. As with any college there are a number of concerns and difficulties facing faculty and administration for which there are no easy solutions. However, presently workload matters are not a primary concern as they are in Ontario.

U.S. Community College Agreements

It would be a gargantuan task to review the agreements for all community colleges in the United States. It was therefore necessary to develop a selection process that would make the activity more manageable and at the same time relevant to the Ontario scene. Consequently the review was limited to the most current agreements for college systems only that were available through the National Center for the Study of Collective Bargaining in Higher Education and the Professions which is situated at Baruch College, New York. The decision to exclude agreements for individual colleges was made on the basis that the most useful examples for comparison between the Ontario system and U.S. colleges would be found in college system agreements. As a result of the selection process employed, the workload provisions of 10 agreements of college systems from seven states were examined. The small sample of contracts may be accounted for by the fact that most bargaining occurs at the local level. Even some of the "system" agreements examined were for city systems, not state systems.

Of the agreements, the one for colleges in the City of New York college system is most unique because of its extremely general workload statement. According to article 15 of the contract, full-time instructors "shall not be required to teach an excessive number of contact hours, assume an excessive student load, or be assigned an unreasonable schedule." No specific guidelines are provided to assist in defining what is "excessive" or "unreasonable," rather, one is referred to the practices in operation during the 1971/72 academic year. The remaining agreements are far more specific on issues associated with workload.

Each of the other contracts establishes limits on instructional time in one of two ways: (1) contact hours per week; (2) equivalent credit or contact hours per week. The college systems using the first measure have instructional time limits ranging from 13 to 21 contact hours per week. Although the Cook County (Chicago) college system agreement contained the lowest maximum (12 contact hours), it also includes a provision whereby physical education instructors are expected to have 16 contact hours per week. Instructors in the Los Angeles Community College District are

required to render to the college system 30 hours of service per week, including teaching hours. The actual maximum number of contact hours per week ranges from 15 to 25, depending upon the particular course or program, with the one exception of English for which 12 hours per week is the maximum contact time. The teaching hours per week are listed in the agreement for 177 discipline or program areas but may be reduced to the following categories:

Teaching Area	Teaching Hours
Academic, Business, Engineering	15
Technical Training	18
Trades	21
Learning Skills	25

None of the colleges using this contact time measure incorporated any equivalency measures for laboratory or workshop instruction. However, statements are contained in the agreements on class size. The least constraining clause is contained in the Connecticut State Technical Colleges' contract and merely charges the dean to have the consideration of the nature and goals of each course, the extent of individualized instruction required, and safety considerations when determining the maximum class size. In Los Angeles community colleges, each department is expected to maintain an average class size of 33, but no consideration is given to maximum enrolments in a class. Maximum class sizes for Cook County colleges are established at 25 per section for courses in English, speech, and reading, and 35 per section for all other classes except those in physical education and laboratories. Both of these section size limits may be increased by four students if a course is offered in the evening.

The remaining college systems, which employ an equivalency measure for instructional time, fall within a range of 12 to 16 contact or credit equivalent hours of instruction per week. Obviously, the actual hours of instructional time for an individual will depend upon the equivalency measure used and the proportion of his or her schedule that is devoted to laboratory or other practical activities. In the most extreme case it would be possible for an instructor teaching solely in a laboratory setting to have 30 hours of instruction. Conversely, three of the college systems expressly limited instructional time for teaching of English composition because of time requirements to evaluate student assignments. The actual reduction varied from 12 percent of maximum instructional time to 33 percent.

No consistency appears to exist with respect to equivalency measures used by the college systems. Part of the explanation may be found in the different interpretations that can be given to laboratory work. College District 514 of Illinios uses equivalences which are differentiated on the basis of whether an instructor provides instruction or supervision during a laboratory session. If the laboratory hour is instructional it is considered to be equivalent to 0.75 of a lecture hour, whereas a laboratory supervision hour is credit 0.5 of a lecture hour. Examples of instructional laboratory hours include science laboratories and those courses which require direct supervision of students to ensure adequate safety standards and science laboratories. Laboratory supervision hours include data processing, accounting, mathematics, learning or reading and study skills laboratory assignments. It would therefore appear that laboratory is a term used to cover a variety of non-traditional lecture activities which constitute part of instruction. It is interesting also to note the specificity of these agreements with respect to the various activities performed by faculty.

In colleges such as those in Alaska, Los Angeles District, and Wayne County, where trades training is provided special provisions are made whereby instructional time is increased to the 30 hour per week range. In addition, the use of equivalency measures can result in other instructors teaching well in excess of the maximum stated in the contract. The only instructors who are singled out for a reduction in instructional time are those who teach English composition. It is thereby implicitly recognized that the evaluation component of this type of course is substantial and must be offset by a reduced contact time or smaller classes.

Considerations for the Ontario College System

There is a tendency in the Ontario educational system, to take an isolationist approach based upon a sense of the uniqueness of the Ontario system which thereby precludes any useful comparison with another system. Our visits to the colleges merely confirmed that this viewpoint was as prevalent in the college system as in other educational sectors in the province, perhaps even more so in the colleges. It is unfortunate that such an attitude is so strongly held because much can be learned in reviewing other similar organizations. This observation is especially true for those who negotiate the collective agreement for colleges in Ontario.

For the most part, the agreements examined for this report do, in a variety of ways, recognize that workload goes far beyond instructional contact hours. In one way or another, recognition for course preparation, student evaluation and other activities is recognized, and attempts are made to develop measures which have a direct bearing on workload. Most of the agreements reflect the concept or principle of different instructional load norms according to program or mode of delivery. As a consequence, instructors in vocational programs, by and large, can expect to teach for 22 to 30 hours per week compared to a post-secondary instructor whose instructional contact hours may not exceed 16 hours per week.

In addition, attempts have also been made to impose limits on student contact and on number of course preparations in several of the agreements, of which Ryerson's is the most notable. It would appear that, on average, different course preparations are limited to three per semester. A variety of methods of limiting student contacts are used, but the most prevalent would be some statement on average or maximum class size. Once more, we have evidence of contracts where workload variables have been quantified and agreed upon by both faculty and administration.

The committee must conclude that if such variables as mentioned above are contained in many agreements and are quantified, then it should be possible to include similar factors in the agreement for Ontario colleges. We have heard no argument that would convince us to the contrary, and we are at a loss to understand the Council of Regents' strong reluctance to recognize the workload factors that are contained in the agreements of so many other college contracts.

Another marked difference which was observed to exist between colleges in the CAAT system and the other colleges visited is observable in the administrative structures of the colleges. For the most part, colleges in the Ontario system are dominated by the traditional industrial approach to administrative organization which strongly emphasizes the superior-subordinate relationship. This might be characterized in the college system as administrators were hired to administer and teachers were hired only to teach. Implicit in this organizational approach is that faculty should have little or no involvement in the decision-making process.

Our observations would suggest that Ryerson and the western colleges that were visited employed a distinctly different approach to organizational structure and decision-making. All of these institutions appear to subscribe to a system of administration which strongly recognizes faculty as professionals and supports collective problem-solving on academic matters. Thus, a key element in their administrative structure is an academic council composed of students, faculty, and administrators which either approves or makes recommendations on all academic matters. This collegial approach to administration is further enhanced by the use of selection processes for chairmen and new faculty which extensively involve faculty and, to a lesser extent, students.

While the use of a collegial model to deal with academic matters has great appeal, its successful use cannot be assumed by merely legislating it, as in the case in Quebec. Provisions do exist there in the contract for a form of academic council with the appointment of faculty being a union responsibility, and whereby students may or may not be allowed to participate. In fact, the difficulties in collective bargaining in that province would confirm that the existence of an academic council does not guarantee cordial relationships.

Moreover, the creation of a collegial mode of governance does not guarantee, nor should it, that instructional assignment issues will no longer appear on the bargaining table. After all, these are matters which have a direct impact on an indivdual's workload and job security and rightfully belong there. Collegiality, however, can assist in both the administrative process and the climate at the bargaining table. It should not preclude long discussion on matters but should help each side to gain appreciation for the other's position on matters of workload.

If Ontario is to learn anything from other jurisdictions, it is that recognition should be given to major factors which influence workload, such as class size; number of student contacts per semester; number of course preparations; equivalency measures; and student evaluation or consultation.

Finally, the consequences of local or centralized bargaining on instructional assignments must be considered. One can't help but note both the prevalence and robustness of local bargaining in other jurisdictions.

Moreover, the experience in the two Western provinces would suggest that the fear of a "whipsaw" effect with local bargaining is unfounded. Some differences in workloads do exist among the contracts but are not sufficient to be of major concern for a union, or for government. It would seem, therefore, that contracts which satisfy faculty can be negotiated at the local level, taking into consideration local concerns.

Given that commonalties exist among college systems, one may conclude that much can be learned from other jurisdictions regarding instructional assignment and workload issues. This limited review and analysis gives some evidence for this position and suggests that further examination of practices in other jurisdictions can contribute to the establishment of viable parameters upon which negotiations may be conducted. In addition, this study of other jurisdictions should encourage administrators to undertake a critical examination of present governance structures with a view to enhancing faculty-administrator collegiality and relationships.

Bargaining Structures and Relationships

Bargaining Structures

Negotiations over the collective agreement for CAAT faculty are governed by the Colleges Collective Bargaining Act, R.S.O. 1980, c.74 (hereinafter referred to as the Act). Collective bargaining legislation in Canada, regardless of its origin, normally entails six key provisions with regard to bargaining structure. These six provisions are: (1) identification of the bargaining parties; (2) level or locus of bargaining; (3) scope of the agreement; (4) negotiation timeliness; (5) third-party assistance; and (6) sanction usage. The act governing collective bargaining in Ontario colleges contains the following statements on two of the above provisions which significantly impact upon the instructional assignment issue.

Bargaining Parties

On the employer side, the board of governors at each college is identified as the employer. The party to the agreement however is the Council of Regents for Colleges of Applied Arts and Technology, composed of individuals appointed by the Lieutenant-Governor-in-Council. The council, moreover, has the "exclusive responsibility for all negotiations on behalf of employers (i.e., the colleges' Boards of Governors) conducted under the Act" (s. 3(2)). On the employee side, the Ontario Public Service Employees' Union (OPSEU) is a party to the agreement. The bargaining unit which OPSEU represents is composed of academic staff, employed in the colleges as teachers, counsellors, and librarians not subject to exclusion on the basis of part-time or sessional appointments, i.e., full-time teachers, counsellors, and librarians (herein referred to simply as faculty members).

Thus, the Council and OPSEU are the parties to the collective agreement which applies to the colleges' full-time faculty, members with the anomaly being that the faculty members' employer, the board of governors, is not a party to the agreement and is not directly represented at the bargaining table. The Council of Regents is the employer party to the contract and exists for only negotiating purposes; it does not involve itself in contract administration. Further, the council has no immediate constituency in the colleges. We therefore have the case where the "employer" party, responsible for negotiating terms and conditions of employment for college faculty members of the bargaining unit, is not the legal employer of faculty and is not responsible for the implementation and administration of the contract.

In our view, the Council of Regents' role is more akin to that of bargaining agent in the same way that OPSEU is identified as the faculty members' representative at the bargaining table. (This conclusion, however, begs the question: whose agent?) As an agent, however, the Council differs from OPSEU in that the union, as a party to the contract has responsibility for its administration and implementation. We do not, by any means, suggest that college employer

representatives are not at least informally involved in contract negotiations; we know for a fact that they participate and do so extensively. Our concern, rather, is that the employer party to the agreement, the Council of Regents, does not have an easily definable constituency. When coupled with the fact that the "employer" is not a party to the agreement and yet is responsible for its administration on a college-by-college basis, the situation arises where it is difficult to ascertain contract ownership on the management side of the bargaining table. In circumstances of disparate accountability and responsibility for collective bargaining, difficulty can emerge in gaining uniform interpretation and understanding of the meaning and intended application of collective agreements.

Level of Bargaining

The act provides that contract negotiation occur at a central table whereby a single, province-wide agreement negotiated between the council and OPSEU is established "covering terms and conditions of employment negotiable under the Act" (s.1 (a)). Hence, provincial-level negotiations are used to establish the contract for all seven thousand plus bargaining unit members spread over 22 colleges which offer a plethora of programs ranging from bartending to nursing to computer sciences.

As mentioned in the Bargaining History section, virtually every third party involved in collective bargaining since and including Judge Estey in 1974 either questioned or stated that the current bargaining structure is inappropriate. Their assessment stems primarily from two concerns. First, the contract is negotiated centrally but administered locally. This situation raises problems in that those who negotiate terms and conditions are not responsible for their implementation and vice versa. Second, any attempt to establish a single contract which applies equally to 22 diverse institutions, each with its own complex of programs and organizational structures, cannot but fail in the view of these third parties.

Colleges differ in terms of size, organization and curriculum. In turn, instructional modes, subject matter, evaluation requirements and extent of required student-teacher interaction are just a few of the factors contributing to the wide range of educational activity and instructional assignments in each college. An overwhelming majority of faculty and administrators with whom we met stated that they had little control in their college over instructional assignment on program and indicated that they wanted more input and responsibility for instructional assignments. In their view, the current provisions in a single contract covering some seven thousand highly individualistic teaching assignments cannot possibly respond adequately to faculty and college needs at the local level. Of the administrators--from chairpersons to college presidents--a majority stated that they would be prepared, albeit some reluctantly, to enter into some form of local-level negotiations on the issue of instructional assignment.

The appropriate level of negotiations is clearly a very significant issue for instructional assignment purposes. Any such provision, however, would provide both advantages and disadvantages for each bargaining party. One advantage of provincial-level negotiations for both the employer and union is the ability to centralize control over the process at one bargaining table. Each party can coordinate its efforts to keep the terms and conditions of the agreement in line with

broader corporate-level goals and thus reduce opportunity for individual constituencies to bargain provisions that may differ from those of other constituencies. In addition, each party can mobilize the entire force of its organization towards attempts to achieve specific or particular objectives sought through the negotiations process. Moreover, in a provincial-level structure, each party can provide a united front to the other and thereby commit itself to an issue with the assurance that no less than its entire constituency is in support of the particular proposal.

A further advantage of a centralized structure for both employer and union is that resources for negotiations covering all institutions within the system can be concentrated and specialized. Each party can assign its most expert individuals to the task and concentrate its resources to the single instance instead of being faced with the problems associated with a division of resources amongst the constituency. Additionally, negotiation in a centralized structure allows for resource allocation within a single time frame. In a multi-agreement structure, the possibility exists for negotiations to evolve into a near-continuous occurrence due to either multiplicity of contract periods or protracted negotiations in some institutions or both. Thus, in a single instance, one-contract situation, the timing of negotiations and anticipated demands upon bargaining resources lends itself to fairly predictive planning and allocation.

A more subtle yet no less important advantage which emerges from centralized bargaining is both parties' ability to ignore concerns or issues particular to a single organization in the system. Although a problem may be legitimate and solvable, each party can maintain the position that the particularistic nature of the problem may not be a benefit and may even be dysfunctional to the system as a whole and therefore should be excluded on grounds that it would be inappropriate for inclusion in the single central collective agreement.

An advantage enjoyed only by the employer in centralized negotiations is its ability to determine its monetary and non-monetary commitments for the entire system through a single contract. The employer, then, is more able to formulate accurately the effects of the contractual provisions on the operation of the system as a whole. Distinct from the employer's advantage, the union has the ability to secure objectives that apply to all its members in a single contract.

There are disadvantages, as well, of a centralized contract for both employer and union. The single greatest disadvantage associated with centralized bargaining is the lack of ability to address concerns particular to an individual organization within the system. Thus, the ability to ignore particular concerns preclude redress of legitimate local issues. This problem is a fundamental one in that the "stuff" of negotiations emerges from the individual organization through its efforts to put a collective agreement into practice. If, however, solutions to problems must be made acceptable to all other organizations which must abide by the contract, it is inevitable that a final agreed-upon term or condition will be altered or amended in order for consensus to emerge. Assuredly, compromises will lead to dilution of the resolution and consequently not fully resolve the problem which led in the first place to the issue's inclusion in the negotiations. In short, the distance between the source of the problem and its resolution spans too large a gap.

Another disadvantage of provincial-level bargaining structures is the discrepancy between the negotiation of the contract and its application. All contracts are subject to interpretation. Those who negotiate an agreement, therefore, are the most knowledgeable of its intent and nuances. Notwithstanding that those who negotiate are advised by those who administer, the fact

is that contract administrators on a system-wide basis generally must implement an agreement which they did not directly negotiate. (This problem is made more acute in the colleges due to the fact that the employer is not a party to the contract.) Consequently, both application and interpretation of the central agreement is open to a variety of perspectives strongly influenced by the unique features of each organization. When this state of affairs is coupled with the need to reach consensus on contract provisions and hence, less-than-optimal resolution, the result is a situation wherein contract administrators inevitably interpret or apply differently terms and conditions in a contract that does not necessarily respond to their particular needs and requirements.

A third disadvantage associated with provincial-level collective bargaining is the limitation on the parties' ability to establish an effective relationship, an essential ingredient to viable labour relations. At a central table, the parties are represented by those who come together specifically for the task of negotiating a contract. Little opportunity exists for these same groups to otherwise interact with each other. Given that negotiations as a social situation are governed by its own unique norms, mores and traditions, the bargaining representatives develop a relationship suitable for negotiatory purposes but unsuitable for other activities. As a consequence, their relationship is based solely on bargaining praxis experiences which, in the colleges' case, have been characterized as being less than cooperative. The problem is that ability to change this relationship is severely limited by lack of opportunities outside the collective bargaining negotiations situation. We can predict, therefore, that the probability of a confrontational relationship will persist between the employer and union unless substantial changes to structure are made.

The demonstrated inability of colleges' bargaining parties to resolve their differences on instructional assignment speaks loudly to the validity of these disadvantages of a centralized structure.

Relationships

As noted above, the employer/union relationship at the provincial level suffers from a lack of cooperation and, as noted by Whitehead in his fact finder's report (1984), a lack of recognition of the legitimacy of each other's concerns. The instructional assignment controversy has been a major contributor to the evolution of their dysfunctional relationship. We have discerned that relationships have played an important role in the colleges with regard to the instructional assignment issue. For the most part, interaction between college administrators and union locals has been strongly influenced by the provincial bargaining relationship, with a few notable exceptions. Administrators and faculty members are equally frustrated with the instructional assignment provisions. However, rather than responding in a cooperative or problem-solving fashion to current constraints, the two groups have chosen to emulate the provincial bargaining table actors and deny that the other has legitimate concerns.

Rather than attempting to ameliorate instructional assignment concerns, they have chosen to find fault in each other's attempts to meet the demands which they face, either in the classroom or administration offices. (Although we did not meet with the OPSEU representatives on a large

scale, we are convinced that in the vast majority of colleges, the Union local/administration relationship is at least similar to that of the faculty/management one.)

A problem exists which tends to negate opportunity to improve faculty/administration relationships. In the colleges, chairpersons are not faculty members (and, we were told, in many cases have been hired directly from industry and do not possess teaching experiences). Essentially, this segregation creates a serious communications problem with ramifications for the broader issue of academic decision-making.

Chairpersons function as the industrial model, equivalent to a first-line supervisor or manager. Management theory and practice recognize that this hierarchical position is a pivotal one in the functioning of an organization. On the one hand, the chairperson should possess intimate knowledge of faculty members' roles and tasks and thus be in a position to bring the faculty perspective to bear on issues and decisions which affect the educational service. On the other, as a member of the management group, the chairperson is responsible for providing faculty with direction and guidance in performing their tasks in accordance with the policies, procedures and decisions generated by the college administration. The chairperson role is a crucial one: it is the point of contact between faculty and administration. Chairpersons function as conduits which regulate the flow of information between administrators, who determine the allocation of organizational resources and educational policies, and faculty, who instruct in an environment and under conditions created by administrative decisions. Their primary task then is to implement managerial policies in such a fashion that students' educational experiences are optimized.

The chairperson's relationships with both faculty and senior administrators is conditioned by the ability to communicate faculty concerns to administration and vice versa, especially as they apply to academic decisions. In the colleges, however, chairpersons are not faculty (as these individuals are in universities) and, as revealed elsewhere in this report, roughly half the chairpersons we met with dissociated themselves from faculty, choosing instead to view their role solely as representatives of administration. Rather than sponsoring faculty concerns to management, they espoused an administrative perspective which, in the instance of the colleges, tends to focus on efficiency and productivity. Consequently, sensitivity to faculty perceptions on workload and education quality is diminished, academic issues are largely ignored or downplayed and the information flow of academic consequences emanating from administrators' budget-driven myopia is blocked, thus isolating senior administrators from their policies' ramifications.

Concluding Remarks

This section has discussed bargaining structures and relationships. We conclude that although certain advantages are obtained in provincial-level negotiations, the disadvantages have a bearing on the instructional assignment issue. The major problem is that resolution of individual college concerns is difficult given the need for the agreement to apply to all 22 colleges. Conversely, implementation of contractual provisions is subject to diverse interpretations and applications largely due to local conditions and circumstances. We noted also that negotiations are, or should be, conditioned and directed by the colleges' experiences in putting into practice the terms and conditions contained in the agreement. With regard to relationships, we are of the view

that employer-union, faculty-administration and faculty-chairperson relationships are burdened by poor communications, non-recognition of legitimate concerns and ineffective performance. In our opinion, structures and relationships are inextricably combined. They are two sides of the same coin; change in one necessitates change in the other.

As circumstances now exist, the instructional assignment issue is condemned to travel in a futile circle. Faculty complain about workloads and quality of education. Chairpersons ignore or downplay these concerns. The union brings these concerns to the bargaining table. The employer denies the legitimacy of these problems. The contract remains unresponsive to the concerns. Administrators press for efficiency and productivity. Faculty become frustrated with administrators' unresponsiveness to the problems. Administrators do not understand what faculty are complaining about. The Union brings the problems to the bargaining table, et cetera, et cetera. And so it has gone on for 15 years.

In conclusion, both bargaining structures and relationships must change and, in our view, changing relationships requires change in the bargaining structure. As long as those who negotiate do not administrate, as long as each college can disclaim responsibility for contractual instructional assignment provisions negotiated centrally, then the question of legitimacy of concerns about workload and quality of education will go unanswered.

Recommendations

The instructional assignment problems identified in this report are both long-standing and pervasive. As such, we believe that a number of substantial changes are needed both in the framework within which assignments are made and in the process of instructional assignment. Instructional assignment is at the core of the educational process. Thus, implementing the recommendations, which we believe are necessary to facilitate equitable and reasonable assignments that foster quality education, could do much to revitalize the colleges and restore the morale, commitment, and vigour which characterized the CAAT system in its earlier years.

Our analysis of the problems leads us to believe that solutions require a long term focus and that minor tinkering will not be successful. Therefore, several of our recommendations are of a developmental nature and may take considerably more time than others to implement fully.

However, we recognize also the need for immediate steps which might be taken to help the parties advance beyond the apparent impasse which has prevailed in negotiations related to instructional assignment for the past decade. To this end, we encourage the parties to give particular attention in the current round of bargaining to the recommendations which pertain to collective agreement provisions, while at the same time being mindful of those which relate to the financial, legal, and developmental framework within which instructional assignment takes place.

Our recommendations are divided into three groups: financial; college organization and management; and collective bargaining. Responsibility for the financial rests primarily with the provincial government, while responsibilty for the second set of recommendations rests mainly with presidents and senior administrators of the colleges. The first three collective bargaining recommendations are referred to the negotiating parties, and the last recommendation requires action by the government. As far as possible, we have tried to formulate our recommendations at the level of statements of principle, leaving those responsible for implementation flexibility with respect to the precise manner and details of implementation.

Financial

In many respects, our financial recommendations are the most important. This is not to say that the problems of instructional assignment are exclusively financial, or can be solved simply "by throwing money at them." However, we are of the opinion that the financial pressure under which the colleges have been operating is a major source of instructional assignment problems; and without alleviation of this pressure it is doubtful that any of the other recommendations, particularly the developmental ones, can be implemented, as the colleges will continue to be preoccupied merely with survival. The first of our financial recommendations addresses the problem of underfunding, the second the problem of dysfunctional enrolment competition.

1. The level of provincial operating funding for the college system should be increased to restore the 1980/81 real level of funding per adjusted funding unit.

Comment: The selection of an appropriate base year is somewhat arbitrary, but we regard 1980/81 as a reasonable choice. This was a year which followed several years of substantial enrolment increases and cuts in real funding that likely eliminated most of the slack which might still have existed in the system as of 1978/79. Our interviews indicated that for most faculty the shift in orientation from trying to achieve excellence to merely trying to survive occurred in 1981/82 or 1982/83. Between 1980/81 and 1983/84, provincial operating grants per adjusted funding unit decreased by about 16 per cent.

This is obviously a quite impressionistic judgment, but we know of no fully scientific way of making such assessments (for an enlightening discussion of the problems in making such assessments, see Bowen, 1980:200-226). Impressionistic as it is, it is at least as valid as--and we think more so than--the judgment that funding per student can be cut continuously without jeopardizing the quality of education and competence and commitment of faculty.

As discussed earlier, we anticipate that there will be a reduction in post-sec· ndary enrolment during the latter part of the 1980s. If this decline materializes, it will cushion the cost of restoring the 1980/81 level of real operating grants per student.

The injection of additional funds which is recommended here should be provided on the basis of specific proposals from colleges which would explicate how the funds are to be used. In accordance with earlier discussion, we believe that such uses should include: selective reduction of teaching hours; release time for professional development, curriculum development, and program review; acquisition of new equipment; capital expansion to alleviate overcrowding; and selective reduction in class size and clinical, field and laboratory supervision loads.

2. The funding distribution mechanism should be modified to eliminate dysfunctional enrolment competition.

Comment: We have discussed earlier the adverse effects of this formula. Our concern is to see these adverse effects ameliorated rather than the specific ways in which this objective is realized. Thus, rather than presenting a specific proposal for modification of the funding distribution mechanism, we shall suggest three possible directions of change, all of which would improve upon the present situation.

Our preferred direction would be that recommended by the Minister's Task Force on College Growth. This involves treating each college individually, and annually adjusting the grant level for each college on the basis of its cost increases. Such an approach would facilitate consultation with the Council of Regents over the "growth policy", and priorities for each college and would create the possibilility for a better integration of funding with academic planning than exists now. However, this approach may require the Council of Regents and/or the ministry to exercise more discretion than they wish to assume, or than others wish for them. This approach also may engender fears of inequitable treatment among colleges, as grants would be influenced by conscious decisions rather than being solely a function of the application of a mechanistic formula. The main strength of an enrolment-driven formula is the appearance of fairness. However, the reality underlying the appearance may be quite different when it comes to judging the actual changes in financial needs of individual colleges.

A second approach is to freeze the existing percentage distribution of funds among the colleges. If this were done, it should probably be announced two years in advance, because of the

slip-year feature of the present formula. This approach would deal very well with the excesses of enrolment competition, but it could create anomalies if continued indefinitely. There is much to be said, however, for implementing this approach for an interim period while instructional assignment problems are being addressed and while a capability for enrolment forecasting is being developed in order to determine the likely extent of enrolment decline.

The third approach is mid-way between the second and what exists now. It involves the introduction of discount factors which would reduce the incremental funding associated with enrolment increase. The formula used for funding Ontario universities incorporates such discount factors. A problem with this approach is the difficulty of determining appropriate parameters for the discounting. If the discount factors are too little, then the enrolment competition will not be ameliorated. If the discount factors, are too great, then there is not much difference between this approach and the second approach.

Whatever approach is taken, we believe that the most important thing to keep in mind is the need to free colleges from the pressure to grow merely to avoid experiencing a reduction in their share of total system funding, irrespective of the consequences regarding quality of education or working conditions for faculty.

College Organization and Management

We have commented at length on the limited extent of communication between administration and faculty regarding instructional assignment and related educational matters. We questioned the appropriateness of an industrial management model in these post-secondary educational institutions. We outlined also the weakness in the way information about conditions in the classroom, lab, and clinical setting is transmitted upward through the college, and we noted that there is rarely a widely understood, consensual view of the mission and purpose of the colleges among faculty and administration of the colleges.

There is a critical need to address these problems of communication, understanding, and perception. Dealing with them effectively will require substantial efforts in organizational development, and these efforts will be unlikely to bear fruit overnight. Yet, we are convinced that instructional assignment will continue to be a source of contention until organizational issues are adequately addressed, regardless of funding and collective agreement reforms. What is perhaps most at issue here is the extent to which faculty are viewed and treated as responsible professionals whose judgment in academic matters is valued and whose opinions are sought. Faculty should not be seen as educational technicians who must be told in detail what to do. Effective management of the colleges does not require clocking faculty time as much as it does motivating, supporting, and involving faculty, and assessing educational outcomes, rather than inputs of faculty time.

The first recommendation of this section is intended to help begin to bridge the communication gap identified in the report and to provide recognition of the professional role of faculty with respect to academic decision-making in the colleges:

3. Each college should establish an academic council to develop, consider, recommend, and monitor academic policies of the college.

Comment: Such councils should include administration, faculty members elected by their peers, and students elected by their peers, reflecting the full range of programs offered by the colleges. These councils would consider such matters as admissions policies, academic program approval and requirements, and program review.

The committee does not feel that we should go further in spelling out the terms of reference of academic councils, as these may vary from college to college, or among divisions/departments. The important thing is to have a forum for communication between administration and faculty on academic matters, such as the reduction in normal course hours discussed earlier in this report. We find it inconceivable that colleges would introduce such significant changes affecting faculty and academic programs without substantial consultation with faculty. This type of blatant disregard for the legitimate professional concerns of faculty could hardly fail to evoke cynicism among faculty regarding the colleges' genuine commitment to quality education and equitable treatment of faculty. The attitude toward faculty that is reflected in such an action needs to be replaced by one of commitment to collegial decision-making.

The next three recommendations pertain to the review and evaluation of college activities, the critical need for which was elaborated int he Section on Educational Quality. The rist of these recommendations addresses one of the major functions of academic councils:

4. The colleges should, through their academic councils, establish mechanisms and procedures for the systematic review of the quality and relevance of all programs on a periodic basis, and appropriate faculty time should be allocated for the reviews.

Comment: Especially, but not only, in view of the enrolment and financial pressures upon the colleges, it is essential that program quality be monitored systematically on an ongoing basis. Otherwise the ever-present pressure to admit more students and reduce costs can all too easily result in a deterioration of program quality. What we have in mind here are reviews which would consider instructional processes, program content and organization, student performance and learning outcomes, student perceptions, and the employment experience of graduates (the latter to include not just placement rates, but types of jobs obtained, and utilization of skills and knowledge, etc.). The emphasis on quality in such reviews is necessary to provide a balance to the emphases on pecuniary cost efficiencies discussed earlier. We observed also that there appears to be little in the way of systematic review of program quality in the colleges--beyond examination of statistics on placement and attrition rates--except in the limited number of programs which are subject to compulsory certification by professional bodies. In addition to college level reviews, consideration might be given also to province-wide reviews similar to those conducted in college systems in many states (Marcus, Leone, and Goldberg, 1983) and in the Ontario university system. The important thing is to adopt an approach which is appropriate for the CAAT system and to recognize the program review function as an integral component of faculty workload.

In our discussions of program review, we noted the importance and legitimacy of student input as one element in such review process. Accordingly we recommend:

5. The the mechanisms and procedures referred to in recommendation 4 should include provision for student participation in program review and course evaluations.

Comment: This recommendation addresses the strong desires of all students with whom we spoke for participation in course and program evaluation, a point which is developed in the brief

from the Ontario Federation of Students. The practice of obtaining feedback from students on their courses and programs is widely accepted in post-secondary education and generally regarded as an important source of data for institutions which wish to examine how well they are meeting student needs.

We agree with the OFS that student evaluation can easily be abused, and that it is unfair to conduct course evaluations in situations where faculty are labouring under adverse conditions. There are at least two distinct functions of course evaluation. One is to provide feedback to instructors which will enable them to improve instructional experiences of students; the other is to provide information which could be used by administrators to evaluate faculty, with a view to rewarding or sanctioning them. It is quite doubtful whether mechanisms and instruments which serve one function could equally well (and fairly) serve the other function. We believe that student evaluations should be used only to serve the former objective.

Information from these evaluations should be seen only by the individual teacher whose course is being evaluated and by the department head, and such evaluations should not be considered as valid input into decisions on promotion, remuneration, or disciplinary action.

In addition to evaluation of programs and courses, there should be some form of faculty evaluation, primarily of a formative nature. Many faculty complained that they receive no feedback from their supervisors regarding their performance and little academic or professional guidance. We recommend:

6. The colleges, through their academic councils, should develop mechanisms and procedures for evaluation of faculty performance.

Comment: The lack of such evaluation mechanisms mitigates against effective professional development of faculty and the adjustment of teaching strategies to changing instructional conditions. In the absence of faculty evaluation, it is difficult for the colleges to ensure consistent standards of instruction and to effectively integrate program review, professional development, and curriculum development initiatives.

The emphasis in these evaluations should be formative; i.e., assisting faculty to enhance their instructional expertise. Nevertheless, faculty evaluation should not be introduced until the workload problems described in this report have been resolved and the framework for program review and curriculum/professional development contained in our recommendations has been instituted. As even the type of formative evaluation recommended here may be open to abuse, the procedures and mechanisms for faculty evaluation should be referred to union-management committees prior to implementation.

We turn now to a series of four recommendations which deal with professional development of faculty and administrators and its relationship to curriculum development. As discussed earlier, we find the treatment of professional development in the colleges to be quite inadequate: faculty are provided insufficient time; where time is available, often it is not in appropriate blocks; resources for professional development are quite limited; there is very little systematic planning of professional development; and accountability measures for professional development are lacking. Recognizing these deficiencies, and at the same time recognizing the diversity of needs in this area, we offer the following recommendations:

7. Each college should develop on an annual basis, a professional and curriculum

development plan complete with identification of development needs, strategies to meet these needs, budget, and accountability mechanisms for these activities.

Comment: Ideally, these plans should be developed through a "bottom-up" approach, starting with faculty members' own assessment of their PD and CD needs, and reconciling these with the administration's assessment of overall college needs. Professional development plans should be given a priority equal to that of college budgets and multi-year plans, and planning for professional development should be one of the top priorities for academic administrators.

8. All faculty should have the opportunity for at least four weeks of professional development each year, normally to be provided in a single block of time.

Comment: Underlying this recommendation is our belief that teachers in post-secondary education cannot remain at the frontier of knowledge in their field and translate this expertise into curriculum effectively without adequate time and resources for professional development. This principle has been recognized in college policies and collective agreements in many jurisdiction, of which the Capilano College agreement in British Columbia provides an excellent example.

Senior administrators generally shared our concerns about professional development for faculty in fields undergoing rapid technological change, e.g. computers, but often questioned whether much time for PD was needed in other fields. We believe that all teachers need at least the time recommended here, or more, in order to maintain state-of-the-art expertise in the practice of their profession or trade; knowledge in their academic field; in personal contact with practicioners and researchers in their field; and expertise in curriculum content/design and instructional methodologies appropriate to their field. In fields where there are not rapid changes in technology, the annual development time recommended here would be necessary for program review, curriculum development, contact with industry for faculty in applied fields, and improvement of instructional practices.

In some cases, alternative scheduling of professional development activities may be more appropriate, e.g., where a particular workshop is offered at a time of year when a block period of professional development is not feasible.

9. All college faculty should be provided the opportunity for four weeks training or updating in instructional methodologies and techniques every five years.

Comment: This (minimal) recommendation addresses a concern expressed by many faculty regarding the lack of such opportunities, the concerns of students regarding the quality of instruction, and the concerns of administrators regarding the need for faculty to develop expertise with respect to innovative instructional techniques and technologies. Under this recommendation, the colleges would provide the resources and arrangements for pedagogical training, and at least one year in every five, the professional development time of faculty (recommendation 8) would be devoted to pedogogical training.

We have formulated this recommendation in terms of "provision of opportunity" rather than as a "compulsory requirement," because we believe that the vast majority of faculty would eagerly take advantage of this opportunity. Others may not need this opportunity, as they pursue their own strategies for pedagogical development. We are doubtful that those few who might resist this opportunity would benefit much from it if forced to participate, and we believe that a few controversies over making such training compulsory would unduly deflect energy away from meeting the critical need which this recommendation is intended to serve.

10. The colleges should ensure that adequate provisions are made for the professional development of all staff holding academic administrative appointments.

Comment: This is necessarily a very general recommendation, because the type of management training would vary substantially from position to position and with the backgrounds of individuals holding various positions. As noted earlier, we believe that many of the problems of instructional assignment reflect limitations of managerial knowledge and training on the part of academic administrators, e.g., in the areas of contract administration, academic planning, and organizational behaviour.

We have considerable sympathy for the plight of many academic administrators: they themselves are operating under excessive workload pressure; often they have inadequate support; they have to contend with an excessively adversarial environment, the origin of which often lies beyond their control; often they must operate in the absence of a clear framework of institutional policy objectives, and priorities; and generally they are given little or no training for their jobs.

Among academic administrators, those who are at the interface between faculty and administration (i.e., chairpersons, and some cases, deans) are in critical positions with respect to the communciation which flows between these two constituencies. Earlier we have commented at length on the lack of effective communication between faculty and administration, and on some of the specific issues pertaining to the role of chairperson. In an effort to address these problems and issues, we recommend:

11. Chairpersons and deans (or persons in comparable positions with different titles) should be appointed for a fixed term, subject to review, and faculty should participate in their selection and review.

Comment: The purpose of this recommendation is to help to break the "we-they" mentality, which characterizes relationships between faculty and administration and is so destructive with respect to instructional assignment in particular, and academic development in general. We have developed considerable sympathy for chairmen as they are caught between downward pressures from higher administration and upward pressures from faculty. This role is inherently stressful in post-secondary education institutions, and insulating chairmen from faculty, as the present arrangements attempt to do, does not remove these stresses; it merely places chairmen on one side in a power struggle, when their appropriate place is inbetween. This recommendation is intended to provide deans and chairpersons with a greater sense of identity and empathy with faculty.

The approach which is recommend here is common in universities. We propose that it be adopted in Ontario colleges not to make them more like universities, but because we believe that it would alleviate many of the problems of instructional assignment which we observed in the colleges. This approach to the appointment of chairmen and deans is followed also in colleges in other jurisdictions.

Implementing this recommendation will necessitate that those holding such administrative appointments be permitted to accumulate faculty seniority. Special consideration will need to be given to those who have been hired directly into administrative positions and to other phase-in issues. If administrators are to be able to identify with faculty, they will need adequate mechanisms for being able to make the transition from administration to faculty positions.

Finally, the committee has been made aware of particular problems relating to the

treatment of new faculty. One aspect of these problems involves the lack of training and preparation time for them before commencing their teaching duties; another concerns the very heavy teaching loads they are assigned in their first year. The recommendation immediately below addresses the first point, and a recommendation in the next section deals with the second concern.

12. New full-time faculty should be given at least eight weeks for training in teaching methodology and for course preparation prior to commencement of their duties.

Comment: At present, it is common for new faculty to be hired one week before the commencement of their duties and to have full teaching loads which may include six or seven sections and four different preparations.

Many of these individuals have never taught before, and it is neither effective nor equitable to them or their students to have them placed in the classroom without any previous training. Some new faculty may not need pedogogical training, but it is difficult to imagine that any could prepare adequately for teaching three or four different courses, often new to them, in only one week's time.

Collective Bargaining

There are a number of conclusion incumbent on the committee based on our extensive investigations. First, the current provisions of article 4 have allowed, if not promoted, numerous patterns of inequitable and unreasonable assignments. Second, the current categories employed (groups 1, 2 and nursing) are inappropriate and must be replaced by more appropriate distinctions. Third, the computation of allowable assignments under option A ("rolling average") is unnecessary and should be deleted. Fourth, and fundamentally, the provisions under which assignments are made must include explicitly additional factors that are inherent in actual assignments. Fifth, as a result, no reason exists to retain the heretofore indeterminant and vaguely specified factors in article 4.02, when they can be productively included in a specification of assignments themselves. Sixth, doing the latter would render the CIAC and its dispute resolution function unnecessary; its monitoring, and hopefully problem-solving, role subsumed under a more productive union-management committee.

Finally, the committee is not prepared to offer a detailed specification of either new categories or actual assignment parameters which would be appropriate for any such groupings. Indeed, our concern to protect the integrity of the bargaining process, coupled with our view that those closest to the assignment process--both faculty and administration--are best suited to develop appropriate distinctions, leads us to guide the participants with principles and structures which we believe represent the necessary bases for change.

With respect to the framework for determining instructional assignment provisions, the committee recommends:

13. That the parties replace the present Article 4.01 with an article(s) which would include the following:

a. limitations on weekly and annual instructional hours, based on categories of faculty which replace the current categories and distinguish on the basis of differences in subject and mode;

b. limitations on numbers of students in different types of classes, shops, and labs, and limitations on ratios of students to faculty in clinical and field supervision settings;

c. provisions, in weeks, for minimal curriculum and professional development time during the academic year for all faculty, and accountability for its use;

d. provisions which acknowledge in teaching hours the full value of clinical supervision, field placement supervision, and cooperative education;

e. limitations on the number of different courses individuals are assigned;

f. limitations on the instructional assignments given to new faculty;

g. provisions for limiting both weekly teaching hours and class size which recognize the needs of different kinds of students, e.g., remedial.

Comment: The text of our report makes clear that the committee is of the opinion that currently a substantial proportion of faculty workloads are unreasonable and excessive. Based on our analysis of instructional assignment provisions, we believe that there should be contractual limits upon certain workload parameters, chief among these are some limitations on numbers of students, because numbers of students is a major determinant of workload.

It would be possible to establish a single set of parameters on class sizes, teaching hours, and the other variables listed above. However, as we have argued earlier, the workload resulting from a particular number of students, and the learning effectiveness associated with that number, will vary considerably from program to program (or course to course) and even among the same program in different colleges. To enshine a single number as a maximum class size for the entire college system would, in our view, exacerbate inequities rather than ameliorate them. Thus, our strong preference is to see different sets of workload parameters for different sets of programs; i.e., abolition of the present distinctior among group 1, group 2, and nursing, and its replacement by a new category system which would reflect actual differences in the demands of different subjects, modes, and students.

The distinction between group 1 and group 2 has no basis in work realitites. The distinction is a function of funding source rather than the nature of job responsibilities and task requirements. We encountered numerous cases of teachers in group 2 having nearly identical teaching and related responsibilities as those in group 1, and the present category system clearly does the former an injustice. On the other hand, we believe that there are teachers in group 2 (although not nearly as many as the brief from the committee of Presidents implies) who require relatively little time for preparation and marking, and for whom teaching in excess of 22 hours per week would not be an excessive load although they have substantial needs for blocks of time for professional development, which are not now being met.

Also, we believe that the situation for nursing faculty is badly in need of redress, particularly with respect to ratios in clincial supervision, and adequate blocks of time for professional development, curriculum review, and preparation for external program review. We were unable to discern the rationale for requiring 75 more contact hours per year for nursing than for other post-secondary programs. We do not believe that the present system of categories in the collective agreement serves well the interests of faculty or students.

Another effect of recommendation 13 is to eliminate the provision for calculating instructional hours on a "rolling average" basis. We have earlier discussed the problems which this provision engenders. Its application is complex and confusing to faculty and many chairmen, and it is open to a variety of conflicting interpretations and applications, as well as being capable of abuse.

The effect of recommendation 13 would be to include specific provisions in the collective agreement pertaining to the principal factors in addition to teaching hours which determine actual workload. This is a distinct alternative to the present approach of referencing these factors in a general way in the collective agreement--article 4.02(a)--but leaving quite vague how, or even if, they are to be applied. The present approach to limiting workload through Article 4.02 clearly has not worked and in our view is unworkable. Thus we recommend:

14. That the CIAC and contract clauses pertaining to it be deleted from the collective agreement, and that each colleges' Union-Management Committee monitor workload conditions, including the application of the new article proposed in recommendation 13.

Comment: In shifting to a different set of underlying principles of instructional assignment which involve specification of relevent workload parameters in a new article, there would be no need for the CIAC to continue, nor for the ambiguous process with which it is charged at present. We think that the job which it is assigned in the present agreement is an impossible one. Complaints with respect to the new article would be handled through the regular grievance procedure.

Having emphasized the need for more effective communication between administration and faculty, the lack of adequate information on workload, and the weakness in the connection between the negotiating process and that of contract administration, we believe that joint monitoring of workload and the experience under the new article would be useful. Through this monitoring, the parties could obtain information which would be useful in refinig the new categories and parameters. By giving this responsibility to the Union-Management Committee, the parties would be able to engage in a dialogue over workload within a larger context of overall administration-faculty relations in each college.

In addition, we believe that certain terms in the contract should be defined more precisely, and we recommend.

15. That the parties negotiate and define the meaning of "contact day," and "non-contact day," and "teaching hour."

Comment: While the contract defines a "contact day" as one in which "one or more teaching hours occur," it does not so define the meaning of a "non-contact day"; only half the equation is accounted for. Consequently, the status of those days in the academic year where no teaching hours are assigned is subject to a variety of interpretations and individual custom and practice. for example "tutorial week," which lack clarity and consistency. Guidance in this matter can be sought from arbitral decisions on the matter and other pertinent data, e.g. local college policies and practices. In the same way that "contact day" definitions are influenced by individual college practices and traditions, it has been noted that a "teaching hour" also is defined in a variety of ways. We recognize that different practices exist among the colleges with regard to the defined extent of a teaching hour. Our recommendation serves the purpose of codifying whatever is deemed most appropriate.

Our final recommendation flows from the comments throughout our report regarding the deficiencies in the present bargaining structure. We recommend:

16. That the Legislative Assembly of Ontario should amend the legislation pertaining to college bargaining in order to replace the present Province-wide central bargaining with local agreements between each college and its local union(s).

Comment: Throughout their bargaining history the Council of Regents and the Union have been unable to resolve, even ninimally, their differences on the instructional assignment issue. Aside from their less-than-cooperative relationship, the very diversity and complexity within and between colleges militates against a provincial-level resolution of the instructional assignment concerns expressed by both administrators and faculty members. As well, any suggested proposals, given the differences between colleges, would be acceptable to some but unacceptable to others. Consequently, proposals put forth would reflect only broad, minimal responses to individual colleges' concerns. The question then arises: what is the more appropriate level at which negotiations should occur?

There are two possible approaches to transferring the responsibility for workload bargaining to the colleges and local unions. One is to move to a system of totally local agreements, the other is two-tier bargaining wherein certain items would be negotiated centrally (such as compensation) and others negotiated locally (such as workload). Of the two,local bargaining is the better solution. It has the advantage of bringing together fully responsibility for bargaining with responsibility for contract administration. It can ensure that the parties with the most authority and knowledge of the circumstances of a particular college will face each other at the bargaining table. Perhaps most important, it gives the individuals who will be most affected by the provisions in a collective agreement more control over the process of negotiating and re-negotiating the provisions. Also, under local bargaining, the chances are far greater that particular workload problems that are unique to one college can be solved by the people who experience those problems, without spillover effects for other colleges,and without importing solutions to problems of other colleges, which, in turn, create new problems for the first college. Local agreements provide greater possibility for negotiation of specific workload parameters and trade-offs at the program level than does province-wide bargaining.

Our impression is that both parties are wary of local bargaining, although a substantial miniority of college presidents were quite receptive to it. We were not, of course, able to discuss this issue with representatives of the union. Management fears whispsawing, and the union, we suspect, fears a loss of power. Regarding the former, we acknowledge that there could be pressures toward whipsawing, but we feel that these problems would be less serious than the problems which have resulted from the present centralized arrangements. Moreover the present arrangements encourage the most negative type of whipsawing. Under the present arrangements, the only way of solving certain problems which occur in only one college is to negotiate remedies which are then applied to all colleges. The result of this situation is that 21 colleges may be subjected to contract clauses which are not appropriate to their circumstances, or what is more likely, the problems of the other college never get solved at the bargaining table, because they get lost in the bigger picture.

Indeed, our impression is that one of the dominant aspects of the present malaise of faculty

morale and administrators' frustrations is a feeling of powerlessness and near total lack of control or effective participation in decisions affecting their classroom conditions. So long as they are dependent upon the creaking workings of a giant central machine to solve their local problems, we see little hope that these feelings of powerlessness can be ameliorated. It is also our impression that in at least a few colleges, there is a will on the part of administration to resolve differences with faculty and establish effective partnerships with local unions. Administration in these colleges, too, are powerless to transform their environments within the present framework of centralized negotiations. At other colleges, of course, there will need to be major changes in administration attitudes toward the labour relations process and in their labour relation practices. A change to local bargaining may provide some stimulus for changes, as these colleges will have to assume responsibility for their own labour relations situations.

Regarding possible union concerns about local bargaining resulting in a loss of power, we should first observe the obvious: whatever power resides with the union in centralized bargaining hasn't resulted in achieving a satisfactory settlement of workload issues even though these issues have been on the bargaining table for over a decade. We do not believe that local bargaining would reduce the power of the union, or else we would not be recommending it. Our examination of colleges in other jurisdictions had been quite limited, but we have been struck by the differences between Ontario and British Columbia or Alberta with respect to faculty morale, feelings of control over one's environment, and the content of specific workload provisions. British Columbia colleges have local bargaining, and union representatives and faculty with whom we spoke (admittedly a small sample) do not feel disadvantaged by local bargaining.

Similarly, contacts in the United States point to the vigour and effectiveness of local bargaining. In referring to other jurisdictions, we should note also that administrators with whom we spoke in British Columbia and New York did not regard whipsawing as a major problem. We were told that there were pressures toward whipsawing in the early years of bargaining, but that after a while, local unions came to concentrate upon getting agreements that were most appropriate to the circumstances of their colleges. Local bargaining in Ontario seems to function well in the university sector in Ontario and in other provinces, and in the elementary and secondary school systems. Our impression is that these sectors are characterized by vigourous, effective bargaining relationships between the parties.

In choosing between local bargaining and two-tier bargaining, the only possible reasons we can see for opting for the latter are management fears of whipsawing compensation, both parties' concerns about province-wide differences in compensation which might ensue in local bargaining, and management concerns about the costs of bargaining at the local level. Handling local negotiations would impose additional costs upon colleges, but the costs of interacting with local union representatives in an attempt to achieve an agreement which would meet the needs of the college and its faculty is a cost which any enlightened employer should be willing to incur. Also a few college presidents indicated to us that they felt that if they could negotiate local agreements which would address directly local issues, they might save more money on handling grievances which result from a centrally negotiated contract than they would have to spend in doing their own negotiations.

Whipsawing of compensation, like workload, could be a problem, but colleges in other

jurisdictions and universities have been able to live with it. Ultimately, even with our financial recommendations, the pot has limits, and faculty are aware of this. Local bargaining would give faculty and administration a greater say in how a college allocates its funds, and trade-offs between compensation and other items could be made, if the parties so wished, according to the priorities of people in a particular college at a particular time. Given the centrality of compensation to collective bargaining, it is difficult to see how the local bargaining climate could be sufficiently robust without jurisdiction over compensation.

The parties to local bargaining would be starting off with identical compensation packages from college to college. If they placed a high priority on maintaining equivalence with other colleges, the parties would have the capability to do so. On the other hand, the parties would have the option of developing compensation systems which they might feel would serve them better, such as changes in the salary classification system and different ways of treating overload. Local bargaining of compensation would give the parties greater flexibility with respect to compensation which they could use in a variety of ways.

Another advantage of local bargaining is that it would allow the colleges to be more responsive to their communities and local areas, and become truly community colleges. Academic policy and organizational objectives are influenced significantly by collective bargaining, and so they should be, for collective bargaining is a major vehicle for faculty input in decision-making. Central bargaining dictates that this influence will flow exclusively from the provincial level and thus fosters a situation wherein colleges are located in the community but controlled by the province. Colleges are one of the principal vehicles for skill training, adult eduction, and community development in most Ontario communities, and community needs in these respects differ substantially. The health of the colleges and the communities which they serve requires that there be a more harmonious balance between community direction and provincial direction of the colleges than exists now. Local bargaining would be a major step in redressing this balance. It would give the colleges the greater measure of freedom from ministry control which they need to serve their communities effectively, and it would strengthen the role of boards of governors relative to the ministry.

Our recommendation has been strongly influenced by the admitted diversity and complexity among and between colleges. Given this reality, we believe that it is only logical for each college to have the ability to respond to its situation in ways which are appropriate to its uniqueness. We are also of the opinion that uniqueness will also reduce whipsaw opportunities which, in any event, are the praxis of bargaining issues. Of equal importance in our view, is that local negotiations will promote and foster significant changes in the parties' relationship. Currently, local union representatives and college administrators can shift responsibility for lack of instructional assignment resolution to the central bargaining parties and structures. Yet, while both faculty and administrators have expressed frustration with current provisions, on a system-wide basis, they have done precious little about the state of affairs even though the agreement allows for local understandings related to faculty assignments. Perhaps the time has come to truly seek opportunities that will illuminate the longstanding opaque controversy over workload and recognize the realities that workload is an individual college problem. Therefore, it is only right and logical that local faculty and college administrators should be given the opportunity to resolve their problems in the way that they think best for themselves.

Given the enormous problems of instructional assignment presently experienced in the colleges, and the acrimonious nature of labour relations, we cannot be too sanguine that our--or any other-- recommendations for change will be accepted by the parties and prove to turn things around quickly or substantially. We have found the problems of instructional assignment to be weighty and complex, but we believe that if there is sufficient will, on both sides, to solve them, they can be solved. After all, colleges in most other jurisdictions have managed to arrive at mutually acceptable and satisfactory arrangements for instructional assignment.

In addition to the very negative perceptions and communications barriers which we have reported, we found also evidence of underlying attitudes of hopefulness and continued dedication, and a few successes at the local level in people resolving problems and working together to make mutually acceptable instructional assignments which foster quality education.

Our recommendations are intended to build upon such positive factors and contribute not only to solving present problems of instructional assignment, but also to undertaking a renewal of the college system. With considerable humility regarding our ability to provide any light in this dark passage, we conclude by echoing the comments made to the Legislature by the former Minister of Colleges and Universities on November 8, 1984, when she expressed her hope that the Instructional Assignment Review committee would provide an "open and accessible mechanism" which could "lead to the kind of solutions which would be deemed appropriate by all" (Ontario Hansard, November 8, 1984: 3929). the committee hopes that the broad dissemination of our report to all interested parties will provide information and perspectives which will assist in resolving the problems of instructional assignment; and it urges that the report be made available to the college community.

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APPENDIX I
Extracts from COLLECTIVE AGREEMENT

BETWEEN:

ONTARIO COUNCIL OF REGENTS FOR COLLEGES AND APPLIED ARTS AND TECHNOLOGY

AND: ONTARIO PUBLIC SERVICE EMPLOYEES UNION (FOR ACADEMIC EMPLOYEES)

EFFECTIVE: FROM SEPTEMBER 1, 1982 TO AUGUST 31, 1984.

Article 1
RECOGNITION

1.01 The Union is recognized as the exclusive collective bargaining agency for all academic employees of the Colleges engaged as teachers (including teachers of Physical Education), counsellors and librarians, all as more particularly set out in Appendix I hereto save and except Chairmen, Department Heads and Directors, persons above the rank of Chairman, Department Head or Director, persons covered by the Memorandum of Agreement with the Ontario Public Service Employees Union in the support staff bargaining unit, and other persons excluded by the legislation and teachers, counsellors and librarians employed on a part-time or sessional basis.

NOTE A: "Part-time in this context shall include persons who teach six hours per week or less."

NOTE B: "Sessional in this context shall mean an appointment of not more than twelve months duration in any twenty-four month period."

Article 4
INSTRUCTIONAL ASSIGNMENTS

At any college, either Article 4.01, Option "A" or Article 4.01, Option "B" shall continue in effect as last selected by the Local Union in accordance with the immediately previous Collective Agreement.

It is further agreed that the adoption of either Option "A" or Option "B" will be available for election by the Local Union on an individual College by College basis for the 1980-81 Academic Year, providing written notice of the selection is given by the Local Union to the College no later than April 1, 1980.

Option "A"

INSTRUCTIONAL ASSIGNMENTS

4.01 The College will establish teaching schedules that adhere to the following:

	Group 1 (Academic Post Secondary)	Group 2
Maximum teaching hours per week	19	21
Maximum teaching hours per year	700	900
Maximum teaching hours for Nursing per year		775
Maximum contact days per year	180	190

The maximum teaching hours per week shall be determined on a rolling average for a period not exceeding three months.

Each contact day (being a day in which one or more teaching hours occur) or part thereof assigned by the College and performed in excess of the annual maximum number of contact days for the Group concerned as set out above shall be paid on the basis of 1/180th of the employee's annual salary for Group 1 and 1/190th of the employee's annual salary for Group 2, provided, however, any payments for work in excess of time limits will not be pyramided.

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For purposes of calculating the rolling average, when a teacher is absent on an assigned contact day by reason of sickness and is not replaced the assigned hours shall be deemed to have been taught.

It is understood that no teacher shall be assigned teaching hours in excess of the maximum teaching hours provided for herein except by voluntary agreement between the teacher and the college providing fair compensation (which may be by way of equivalent reduction in other teaching or non-teaching assignments or by way of monetary payments). If there is no such agreement or if there is a dispute arising out of such agreement a claim by an employee concerning compensation as referred to above for teaching hours in excess of the maximum teaching hours is subject to the grievance and arbitration procedure.

All individual arrangements between the teacher and his immediate supervisor shall be set out in writing within ten (10) days and filed by them with the Local Union President and the College for information purposes.

If requested by either the Union Local or the College, the other party will indicate whether a particular agreement has been filed with it and a copy will be provided upon request.

Option "B"

INSTRUCTIONAL ASSIGNMENTS

4.01 Effective on the commencement of the second semester of the 1978-79 Academic Year, the College will establish teaching schedules that adhere to the following:

	Group 1 (Academic Post Secondary)	Group 2
Maximum teaching hours per week	20	22
Maximum teaching hours per year	700	900
Maximum teaching hours for Nursing per year		775
Maximum contact days per year	180	190

Each contact day (being a day in which one or more teaching hours occur) or part thereof assigned by the College and performed in excess of the annual maximum number of contact days for the Group concerned as set out above shall be paid on the basis of 1/180th of the employee's annual salary for Group 1 and 1/190th of the employee's annual salary for Group 2, provided, however, any payments for work in excess of time limits will not be pyramided.

A contact day assigned by the College which the employee would have otherwise performed except for illness and for which contact day the employee is not replaced shall be considered a contact day for the purpose of determining the number of contact days beyond which an extra payment allowance may be paid the employee, as set out above.

It is understood that no teacher shall be assigned teaching hours in excess of the maximum teaching hours provided for herein except by voluntary agreement between the teacher and the College providing fair compensation (which may be by way

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of equivalent reduction in other teaching or non-teaching assignments or by way of monetary payments).

If there is no such agreement or if there is a dispute arising out of such agreement a claim by an employee concerning compensation as referred to above for teaching hours in excess of the maximum teaching hours is subject to the grievance and arbitration procedure.

All individual arrangements between the teacher and his immediate supervisor shall be set out in writing within ten (10) days and filed by them with the Local Union President and the College for informational purposes. If requested by either the Union Local or the College, the other party will indicate whether a particular agreement has been filed with it and a copy will be provided upon request.

4.02 (a) Recognizing the unique characteristics of each College, the diversity of programmes and instructional techniques and the consequent range and variety of individual assignments, the parties agreed that within three (3) weeks following the publishing of instructional assignments in September, a College Instructional Assignment Committee of six (6) persons (three (3) persons to be appointed by each party and to include the College President or Senior Administrative Academic Officer) shall meet to:

(i) consider the application of Section 4.01 to the instructional assignments across the College;

(ii) resolve apparent inequitable instructional assignments;

(iii) consider a claim by an individual that his instructional assignment is inequitable.

The Committee shall in its consideration have regard to such variables affecting assignments as:

(a) nature and number of subjects to be taught;

(b) level of teaching and business experience of the faculty and availability of technical and other resource assistance;

(c) necessary academic preparation and student contact;

(d) examination marking and assessing responsibilities;

(e) size of class;

(f) instructional mode(s);

(g) assignments ancillary to instructional activities;

(h) previously assigned schedules;

(i) other assignments;

(j) necessary excessive travel time between assignments.

4.02 (b) A majority decision of the College Instructional Assignment Committee shall be binding upon the parties and the employee(s) concerned and its report shall be completed within three (3) weeks of the referral.

4.02 (c) If the teacher's complaint is not resolved by the Committee, he may file a grievance as to the application of Section 4.01 within ten (10) days of receiving the Committee's report referred to in paragraph (b) above and refer the grievance to arbitration as referred to in Section 11.03.

4.02 (d) It is recognized that local resolution of disputes as to instructional assignments is advantageous to all concerned. Therefore, the College and Union Committees appointed under Article 14 have the authority to agree to the local application of Section 4.01 and such agreement may be signed by them and apply for the specific term agreed upon, provided it shall not continue beyond the term of this Agreement as currently in effect. Such agreement shall also not serve as a precedent for the future at that or any other College. Such agreement is subject to ratification by the Local Union Membership within ten (10) days and is subject to approval by the College President.

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4.03 The academic year shall be ten (10) months in duration and shall, to the extent it be feasible in the several Colleges to do so, be from 1st September to the following 30th June. The academic year shall in any event permit year-round operation and where a College determines the needs of any programme otherwise, then the scheduling of a member in one or both of the months of July and August shall be on a consent or rotational basis.

4.04 The assigned hours of work for Librarians and Counsellors shall normally be thirty-five (35) hours per week but shall not be formally assigned in excess of thirty-five (35) hours per week.

4.05 The parties agree that no college shall circumvent the provision of this Article by arranging for unreasonable teaching loads on the part of persons who are excluded from or not included in the academic bargaining unit.

4.06 During the teaching schedule, employees shall not take any employment, consulting or teaching activity outside the College except with the prior written consent of his Department Head.

4.07 Where the Colleges require the performance of work beyond the limits herein established, the Colleges shall provide any such employee with proper work facilities during such period.

Article 7
MANAGEMENT FUNCTIONS

7.01 It is the exclusive function of the Colleges to:

(a) maintain order, discipline and efficiency;

(b) hire, discharge, transfer, classify, assign, appoint, promote, demote, lay-off, recall and suspend or otherwise discipline employees subject to the right to lodge a grievance in the manner and to the extent provided in this Agreement;

(c) to manage the College and, without restricting the generality of the foregoing, the right to plan, direct and control operations, facilities, programmes, courses, systems and procedures, direct its personnel, determine complement, organization, methods and the number, location and classification of personnel required from time to time, the number and location of campuses and facilities, services to be performed, the scheduling of assignments and work, the extension, limitation, curtailment, or cessation of operations and all other rights and responsibilities not specifically modified elsewhere in this Agreement.

7.02 The Colleges agree that these functions will be exercised in a manner consistent with the provisions of this Agreement.

Article 11
GRIEVANCE PROCEDURES

11.01 Sections 11.01 to 11.05 inclusive apply to an employee covered by this Agreement who has been employed continuously for at least the preceding four (4) months.

11.02 Complaints

It is the mutual desire of the parties hereto that complaints of employees be adjusted as quickly as possible and it is understood that if an employee has a complaint, he shall discuss it with his immediate Supervisor within twenty (20) days after the circumstances giving rise to the complaint have occurred or have come or ought reasonably to have come to the attention of the employee in order to give his immediate Supervisor an opportunity of adjusting his complaint. The discussion shall be between the employee and his immediate Supervisor unless mutually agreed to have other persons in attendance. The immediate Supervisor's response to the complaint shall be given within seven (7) days after discussion with the employee.

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11.03 Grievances

Failing settlement of a complaint, it shall be taken up as a grievance (if it falls within the definition under Section 11.12(d)) in the following manner and sequence provided it is presented within seven (7) days of the immediate Supervisor's reply to the complaint. It is the intention of the parties that reasons supporting the grievance and for its referral to a succeeding Step be set out in the grievance and on the document referring it to the next Step. Similarly, the College written decisions at each step shall contain reasons supporting the decision.

Step No. 1

An employee shall present a signed grievance in writing to his immediate Supervisor setting forth the nature of the grievance, the surrounding circumstances and the remedy sought. The immediate Supervisor shall arrange a meeting within seven (7) days of the receipt of the grievance at which the employee, the Union steward, if the steward so requests, the Dean of the Division and the immediate Supervisor shall attend and discuss the grievance. The immediate Supervisor and Dean will give the grievor and the Union steward their decision in writing within seven (7) days following the meeting. If the grievor is not satisfied with the decision of his immediate Supervisor and Dean, he shall present his grievance in writing at Step 2 within fifteen (15) days of the day he received such decision.

Step No. 2

The grievor shall present his grievance to the President of the College concerned. The President or his designee shall convene a meeting concerning the grievance, at which the grievor shall have an opportunity to be present, within twenty (20) days of the presentation, and shall give the grievor and the Union steward his decision in writing within fifteen (15) days following the meeting. In addition to the Union steward, a Union staff representative shall be present at the meeting herein if requested by the employee, the Union or the College. The President or his designee may have such persons or counsel attend as he deems necessary.

In the event any difference arising from the interpretation, application, administration or alleged contravention of this Agreement has not been satisfactorily settled under the foregoing Grievance Procedure, the matter shall then, by notice in writing given to the other party within fifteen (15) days of the date of receipt by the grievor of the decision of the College official at Step No. 2, be referred to arbitration as hereinafter provided.

11.04 (a) Any matter so referred to arbitration, including any question as to whether a matter is arbitrable, shall be heard by a Board of three (3) arbitrators composed of an arbitrator appointed by each of the College and the Union and a third arbitrator who shall be Chairman. The Chairman shall be selected from the following panel:

Howard D. Brown Esq.
Kevin G. Burkett Esq.
Professor E. E. Palmer
P. John Brunner Esq.
Professor D. D. Carter
J. F. W. Weatherill Esq.

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Representatives of the Council and the Union shall meet monthly to review the matters referred to arbitration and agree to the assignment of a Chairman to hear each of the grievances. The Chairman shall be assigned either by agreement or, failing agreement, by lot. The parties may from time to time by mutual agreement add further names to such panel. Also the parties may agree to a supplementary list of persons to act on a single or number of occasions. Following selection of a Chairman, the College and the Union shall each appoint its arbitrator within ten (10) days thereafter and forthwith notify the other party and the Chairman. However, if the College and Union mutually agree prior to selection of a Chairman to arbitration by a sole arbitrator, he shall be selected from the panel as in the case of a Chairman and the other provisions referring to an arbitration board shall appropriately apply;

(b) No person shall be appointed as an arbitrator who is or was within six months prior to his appointment an employee or is or has within six months prior to his appointment, acted as solicitor, counsel, advisor, agent or representative of either of the parties or the College concerned. Any Chairman who declines to act on five (5) consecutive occasions shall be removed from the panel and a replacement selected by mutual agreement of the parties;

(c) The finding of the majority of the arbitrators as to the facts and as to the interpretation, application, administration or alleged contravention of the provisions of this Agreement shall be final and binding upon all parties concerned, including the employee(s) and the College;

(d) The arbitration board shall not be authorized to alter, modify or amend any part of the terms of this Agreement nor to make any decision inconsistent therewith nor to deal with any matter that is not a proper matter for grievance under this Agreement;

(e) The College and the Union shall each pay one-half the remuneration and expenses of the Chairman of the Arbitration Board and shall each pay the remuneration and expenses of the person it appoints as arbitrator.

11.05 General

(a) if the grievor fails to act within the time limits set out at any Complaint or Grievance Step, the grievance will be considered abandoned;

(b) if an official fails to reply to a grievance within the time limits set out at any Complaint or Grievance Step, the grievor may submit his grievance to the next Step of the grievance procedure;

(c) at any Complaint or Grievance Step of the grievance procedure, the time limits imposed upon either party may be extended by mutual agreement;

(d) the time limits set out at the Complaint or Grievance Steps including referral to arbitration, shall be calculated by excluding the period from Christmas Day to New Year's Day inclusive;

(e) at a meeting at any Step of the grievance procedure, the employee may be represented by a Union Steward if the employee desires such assistance;

(f) the Arbitration Board may dispose of a grievance without further notice to any person who is notified of the Hearing and fails to appear;

(g) where the Arbitration Board determines that a disciplinary penalty or discharge is excessive, it may substitute such other penalty for the discipline or discharge as it considers just and reasonable in all the circumstances;

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(h) it is understood that nothing contained in this Article shall prevent an employee from presenting personally his grievance up to and including a Hearing by the Arbitration Board without reference to any other person. However, a Union Steward may be present as an observer, commencing at Step 1, if the steward so requests;

(i) the College and the Union shall each keep the other advised in writing of the names of its respective representatives authorized to act on its behalf under the Grievance Procedure.

11.06 Dismissal

It being understood that the dismissal of an employee during the probationary period shall not be the subject of a grievance, an employee who has completed his probationary period may lodge a grievance in the manner set out in Sections 11.07 and 11.08.

11.07 An employee who claims he has been dismissed without cause shall, within twenty (20) days of the date he is advised in writing of his dismissal, present his grievance in writing to the President commencing at Step No. 2 and the President shall convene a meeting and give the grievor and the Union steward his decision in accordance with the provisions of Step No. 2 of Section 11.03.

11.08 If the grievor is not satisfied with the decision of the President, the grievor shall, within fifteen (15) days of receipt of the President's decision by notice in writing to the College, refer the matter to arbitration, as provided in this Agreement.

11.09 Group Grievance

In the event that more than one employee is directly affected by one specific incident and such employees would be entitled to grieve, a group grievance shall be presented in writing by the Union signed by such employees to the Director of Personnel or as designated by the College within twenty (20) days following the occurrence or origination of the circumstances giving rise to the grievance commencing at Step No. 1 of the Grievance Procedure. Two grievors of the group shall be entitled to be present at meetings in Step No. 1 or 2 unless otherwise mutually agreed.

11.10 Union Grievance

The Union shall have the right to file a grievance based on a difference directly with the College arising out of the Agreement concerning the interpretation, application, administration or alleged contravention of the Agreement. Such grievance shall not include any matter upon which an employee would be personally entitled to grieve and the regular grievance procedure for personal or group grievance shall not be by-passed except where the Union establishes that the employee has not grieved an unreasonable standard that is patently in violation of this Agreement and that adversely affects the rights of persons in the bargaining unit.

Such grievance shall be submitted in writing by the Union Grievance Officer at Head Office or a Local President to the Director of Personnel or as designated by the College, within twenty (20) days following the expiration of the twenty days from the occurrence or origination of the circumstances giving rise to the grievance commencing at Step No. 1 of the Grievance Procedure set out above.

11.11 College Grievance

A college shall have the right to file a grievance with respect to the interpretation, application, administration or alleged contravention of the Agreement. Such grievance shall be presented in writing signed by the President or his nominee, to the Union at the College concerned with a copy to the Union Grievance Officer within twenty (20) days following the occurrence or origination of the circumstances giving rise to the grievance, commencing at Step No. 2. Failing settlement at a meeting held within twenty (20) days of the presentation of the grievance, the Union shall give the College its written reply to the grievance in fifteen (15) days following the meeting. Failing settlement, such grievance may be referred to the Arbitration Board within twenty (20) days of the date the College received the Union's reply.

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11.12 Definitions

(a) "Committee Secretary" means the Secretary to the Staff Affairs Committee of the Council of Regents;

(b) "day" means a calendar day;

(c) "Union" means the Ontario Public Service Employees Union;

(d) "grievance" means a complaint in writing arising from the interpretation, application, administration or alleged contravention of this Agreement.

Article 14
COLLEGE MEETINGS

14.01 The Union may appoint a Committee at each College composed of up to three (3) members from among employees who have completed the probationary period. Where a College has another Campus more than twenty miles away from the College's main establishment, with at least twenty (20) employees covered by this Agreement employed thereat, the Union may appoint a Campus Committee of up to three (3) members, two (2) of whom shall be from employees on that Campus who have completed the probationary period.

14.02 A Committee of three (3) members appointed by the College or Campus officials will meet with the Union College or Campus Committee at a mutually agreed time and place provided that either party requests and gives at least seven (7) days prior notice accompanied by an agenda of matters proposed to be discussed. It is agreed that matters to be the subject of discussion at meetings include:

(i) the local application of this Memorandum of Agreement;

(ii) clarification of procedures or conditions causing misunderstanding or grievances;

(iii) other matters which are mutually agreed upon, and

(iv) if requested by the Local Union, the rationale for a sessional appointment by the College shall be the subject of discussion.

It is understood that the College will continue to make reasonable provision for the environmental conditions of air, light, space and temperature of employees' work areas in the College. A complaint of an employee concerning the environment conditions mentioned above, shall be discussed at a meeting under this Article and not under the provisions of the Grievance Procedure. It is agreed that meetings under this Article shall not concern or entertain matters that are properly the subject of meetings as provided in Article 29.02.

14.03 Where it is considered mutually desirable that the Union Local and the College set out in writing the resolution of a matter as to the local application of this Agreement or clarification of procedures or conditions causing misunderstanding or grievances as referred to in sub-paragraph (i) or (ii) above, such resolution may be signed by the parties and apply for the specific terms agreed upon but, in any event, shall not continue beyond the term of this Agreement as currently in effect.

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APPENDIX II

Academic Collective Agreement Survey

Article 4 Option

	OPTION A[1]	OPTION B	OTHER
Algonquin	Nursing	All others	
Cambrian	X		
Canadore		X	
Centennial	X		
Conestoga		X	
Confederation		X	
Durham	X		
Fanshawe	X		
George Brown			Local agreement
Georgian		X	
Humber	X		
Lambton	X		
Loyalist	X		
Mohawk	X		
Niagara	X		
Northern		X	
St. Clair	X		
St. Lawrence		X	
Sault		X	
Seneca	Health Sciences	All others	
Sheridan		X	
Sir Sandford Fleming	X		

[1]Option A involves the rolling average provision.

SOURCE: Ministry of Colleges and Universities, Staff Relations Branch, (as provided to the Committee

APPENDIX III

Documents examined with reference to memoranda of understanding between the Ontario Council of Regents for Colleges of Applied Arts and Technology and the Ontario Public Service Employees Union (For Academic Employees).

MEMORANDA OF UNDERSTANDING

Between the council of Regents and the Civil Service Association of Ontario. Periods covered:

September 1,	1971	to August 31,	1973
"	1975	"	1976

Between the Council of Regents and the Ontario Public Service Employees Union (for Academic Employees). Periods covered:

September 1,	1976	to August 31,	1977
"	1977	"	1979
"	1979	"	1981
"	1981	"	1982
"	1982	"	1984

FACT FINDER REPORTS

DOWNIE, B.M.;	November 7, 1977
GANDZ, J.;	August 8, 1981
GANDZ, J.;	July 22, 1982
WHITEHEAD, J.D.;	August 17, 1984

ARBITRATION AWARDS

INTEREST AWARDS:

ESTEY, J (Chairman)	March 17, 1975
BURKETT, K.M. (Chairman);	May 27, 1980
WEILER, P.C. (Chairman)	June 10, 1985

RIGHTS AWARDS ARISING FROM ARTICLE 4-INSTRUCTIONAL ASSIGNMENTS

FANSHAWE COLLEGE AND OPSEU.	FEBRUARY 12, 1977, UNREPORTED.	BROWN, H.D.
NIAGARA	JUNE 9, 1977	WEATHERILL, J.F.W.
HUMBER	SEPT. 27, 1977	RAYNER, W.B.
SENECA	NOV 11, 1977	BROWN, H.D.
FANSHAWE	FEB 20, 1978	BRANDT J.G.
FANSHAWE	MARCH 19, 1979	RAYNER, W.B.
NORTHERN	NOV 23, 1979	KENNEDY, R.L.
CENTENNIAL	DEC 10, 1979	WEATHERILL J.F.W.
ALGONQUIN	JAN 14, 1980	BRANDT J.G.
FANSHAWE	MAR 6, 1980	RAYNER W.B.
SENECA	JAN 19, 1982	BRUNNER P.J.
FANSHAWE	JUNE 21, 1982	O'SHEA J.D.
CANADORE	JULY 29, 1982	O'SHEA J.D.
NIAGARA	AUGUST, 1982	MCLAREN, R.H.
FANSHAWE	SEPT. 21, 1982	O'SHEA, J.D.
FANSHAWE	NOV. 22, 1982	O'SHEA, J.D.
SENECA	MARCH 27, 1983	BRENT, G.
FANSHAWE	MAY 16, 1982	BRENT, G.
LAMBTON	MAY 24, 1983	SWINTON, K.E.
SENECA	JUNE 25, 1983	BROWN, H.D.
FANSHAWE	JULY 26, 1982	O'SHEA, J.D.
ALGONQUIN	AUG. 18, 1983	BRUNNER, P.J.
LAMBTON	AUG. 30, 1983	BRENT, G.
NIAGARA	SEPT. 28, 1983	KRUGER, A.M.
LAMBTON	OCT. 12, 1983	KATES, D.H.

SENECA	OCT. 24, 1983	BRENT, G.
ST. LAWRENCE	OCT. 26, 1983	KRUGER, A.M.
FANSHAWE	NOV. 28, 1983	BRUNNER, P.J.
LAMBTON	NOV. 30, 1983	BROWN, H.D.
FANSHAWE	JAN. 12, 1984	KRUGER, A.M.
LAMBTON	JAN. 13, 1984	BROWN, H.D.
LAMBTON	JAN. 20, 1984	KRUGER, A.M.
NIAGARA	JAN. 20, 1984	KRUGER, A.M.
LAMBTON	FEB. 7, 1984	BRENT, G.
NORTHERN	FEB. 28, 1984	BRENT, G.
SENECA	MAY 24, 1984	KATES, D.H.
LAMBTON	JUNE 15, 1984	BRENT, G.
CONFEDERATION	JUNE 18, 1984	BURKETT, K.
LAMBTON	JUNE 26, 1984	WEATHERILL, J.F.W.
LOYALIST	JULY 3, 1984	DELISLE, R.J.
FANSHAWE	JULY 12, 1984	DELISLE, R.J.
FANSHAWE	JULY 12, 1984	DELISLE, R.J.
LAMBTON	OCT. 12, 1984	BROWN, H.D.
FANSHAWE	FEB. 5, 1985	BRENT, G.

LOCAL AGREEMENTS

Documents pertaining to formal local agreements under clauses 4.02(d) and 14.02 were reviewed from the following colleges:

CENTENNIAL	MOHAWK
GEORGE BROWN	NIAGARA
HUMBER	SENECA
LAMBTON	ST. CLAIR

APPENDIX IV

Table 4.1

Full-time Postsecondary Enrolment in Colleges of Applied Arts and Technology, 1978, 1983, and Percentage Change between the Two Years

	4.1.a Applied Arts			4.1.b Business			4.1.c Technology		
College	1978	1983	% Change	1978	1983	% Change	1978	1983	% Change
Algonquin	1738	1924	10.7	1988	2635	32.5	2142	2709	26.4
Cambrian	567	874	54.1	596	1076	80.5	515	788	53.0
Canadore	200	444	122.0	678	1068	57.5	264	463	75.3
Centennial	871	1103	23.7	1656	2511	51.6	1054	1625	54.1
Conestoga	615	602	-2.1	739	1235	67.1	584	861	47.4
Confederation	393	826	110.0	482	716	48.5	319	609	90.9
Durham	253	327	29.2	665	1012	52.1	289	583	101.7
Fanshawe	1578	1943	23.1	1252	1659	32.5	1391	1586	14.0
George Brown	730	1337	83.1	796	1559	97.3	815	1390	70.5
Georgian	485	904	86.3	406	1263	211.0	371	517	39.3
Humber	2401	2914	21.3	2001	3331	66.4	1076	1797	67.0
Lambton	211	287	36.0	287	544	89.3	268	502	87.3
Loyalist	426	718	68.5	297	754	153.8	333	566	69.9
Mohawk	583	774	32.7	1287	1827	41.7	1353	2196	62.2
Niagara	849	1066	25.5	856	1214	41.8	465	829	78.3
Northern	82	208	153.6	308	531	72.4	516	689	33.5
St. Clair	614	895	45.7	1207	1555	28.8	839	1049	25.0
St. Lawrence	833	1090	30.8	902	1637	81.4	568	851	49.8
Sault	145	226	55.8	350	465	32.8	580	1016	75.1
Seneca	1208	1591	31.7	2459	5037	104.8	1272	1934	52.0
Sheridan	2247	2770	23.2	1405	2298	63.5	496	1072	116.0
Sir S. Fleming	336	635	88.9	596	916	53.6	1166	1830	56.9
Totals	17385	23458	34.9	21209	34843	64.3	16676	25461	52.6

continued . . . .

Table 4.1, continued

	4.1.d Health			4.1.e Total Full-time Postsecondary Enrolment		
College	1978	1983	% Change	1978	1983	% Change
Algonquin	753	986	30.9	6621	8524	24.6
Cambrian	228	379	66.2	1906	3117	63.5
Canadore	196	277	41.3	1338	2252	68.2
Centennial	245	32.9	34.2	3846	5568	44.7
Conestoga	454	679	49.5	2382	3377	41.1
Confederation	157	234	49.0	1351	2385	76.5
Durham	219	376	71.6	1426	2298	61.1
Fanshawe	769	912	18.6	4990	6100	22.4
George Brown	738	1138	54.2	3073	5424	76.5
Georgian	371	589	58.7	1633	3273	100.4
Humber	660	839	27.1	6138	8881	44.6
Lambton	137	170	24.0	903	1503	66.4
Loyalist	154	212	37.6	1210	2250	85.9
Mohawk	852	240	45.5	4077	6036	48.0
Niagara	348	425	22.1	2518	3534	40.3
Northern	111	174	56.7	1017	1602	57.5
St. Clair	730	721	-1.2	3390	4220	24.4
St. Lawrence	532	614	15.4	2835	4192	47.8
Sault	94	160	90.4	1159	1867	61.0
Seneca	364	518	42.3	5303	9080	71.2
Sheridan	198	332	67.6	4346	6472	48.9
Sir S. Fleming	124	185	49.1	2222	3566	60.4
Totals	8424	11489	36.4	63694	95251	49.5

Source: OCIS, Student System Report STS2 (Full Enrolment)

Table 4.2

Full-time Postsecondary Enrolment in Colleges of Applied Arts and Technology, 1978, 1983, and Percentage Change between the Two Years

	4.2.a Tuition - Short			4.2.b Purchased OTA			4.2.c * Purchased Apprenticeship	
College	1978-79	1982-83	% Change	1978-79	1982-83	% Change	1978-79	1982-83
Algonquin	381	792	107.9	2342	2228	-4.9	504	495
Cambrian	397	572	44.1	859	784	-8.7	2	35
Canadore	25	81	224.0	499	601	20.4	0	18
Centennial	328	596	81.7	740	614	-17.0	856	897
Conestoga	263	358	36.1	2063	1741	-15.2	244	298
Confederation	99	106	7.1	1327	1037	-21.9	150	151
Durham	66	268	306.1	487	519	6.6	14	131
Fanshawe	309	478	54.7	1285	1430	11.3	426	576
George Brown	1076	2080	93.3	4865	4020	-17.2	1284	1417
Georgian	33	244	639.4	1041	1129	8.4	39	61
Humber	779	869	11.6	1986	2183	9.9	238	272
Lambton	117	164	40.2	560	462	-17.5	0	12
Loyalist	76	123	61.8	831	814	-20.0	68	58
Mohawk	379	325	-14.2	1756	2337	33.1	450	500
Niagara	58	140	59.1	1051	1126	7.1	21	100
Northern	40	72	80.0	776	651	-16.1	37	55
St. Clair	221	161	-27.1	1564	1712	9.5	322	289
St. Lawrence	297	364	22.6	1808	1377	-8.5	115	143
Sault	12	91	658.3	556	470	-15.3	257	226
Seneca	659	669	0.2	1202	1504	25.1	8	2
Sheridan	311	236	-24.1	604	1493	147.2	0	94
Sir S. Fleming	103	149	44.7	669	805	20.9	66	96
Totals	6059	8926	47.3	28550	29039	1.7	5100	5925

Notes: The conversion factor used is 140 training days equals one activity unit.

*Percentage column not included because of so many cases of small bases.

Source: Ministry of Colleges and Universities, College Affairs Branch.

Table 4.3

Provincially Funded Enrolment Activity Measured in Adjusted Funding Units, 1978-79, 1983-84

College	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84
Algonquin	8367	8753	9448	9868	10214	10950
Cambrian	2960	3203	3525	3889	4572	4613
Canadore	2014	2171	2262	2506	2931	3148
Centennial	4594	4900	5726	5921	6606	6861
Conestoga	3507	3768	4284	4249	4553	4889
Confederation	2282	2360	2636	2877	3281	3574
Durham	1838	2042	2208	2520	2901	2918
Fanshawe	6222	6493	6924	7041	7554	8155
George Brown	5530	6443	7323	8111	8404	9218
Georgian	2526	2803	3278	3268	3988	4550
Humber	7608	8142	8860	9809	10655	10728
Lambton	1372	1509	1767	1986	2108	2237
Loyalist	1675	1826	2072	2360	2729	2830
Mohawk	5762	6251	6789	7286	7859	8276
Niagara	3164	3430	3831	3984	4312	4155
Northern	1565	1591	1930	2027	2311	2280
St. Clair	4092	4486	4762	4898	5216	5238
St. Lawrence	4107	4441	5011	5721	6084	6124
Sault	1960	2125	2408	2462	2955	2968
Seneca	7043	8139	9412	10092	10842	11180
Sheridan	5115	5703	6275	6590	7312	7755
Sir S. Fleming	2971	3164	3504	3853	4257	4392
Totals	86274	93743	104235	111318	121644	127039

Notes: 1) The funding distribution mechanism adjusts activity (funding units) at each college to reflect the impact on unit costs of factors such as program mix and the size and location of a college. The combined effect of the adjustments is to transform a college's activity into a cost equivalent amount of full-time activity in a postsecondary business program at a large Metro college.

2) In this and subsequent tables the adjusted funding units exclude partially funded part-time activity.

Source: Ministry of Colleges and Universities, College Affairs Branch.

Table 4.4

Changes in Numbers of Adjusted Funding Units, 1978-79 to 1983-84
(1978-79 = 100)

College	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84
Algonquin	100.0	104.6	112.9	117.9	122.1	130.9
Cambrian	100.0	108.2	119.1	131.4	154.5	155.8
Canadore	100.0	107.8	112.3	124.4	145.5	156.3
Centennial	100.0	106.7	124.6	128.9	143.8	149.3
Conestoga	100.0	107.4	122.2	121.2	129.8	139.4
Confederation	100.0	103.4	115.5	126.1	143.8	156.6
Durham	100.0	111.1	120.1	137.1	157.8	158.8
Fanshawe	100.0	104.4	111.3	113.2	121.4	131.1
George Brown	100.0	116.5	132.4	146.7	152.0	166.7
Georgian	100.0	111.0	129.8	129.4	157.9	180.1
Humber	100.0	107.0	116.5	128.9	140.0	141.0
Lambton	100.0	110.0	128.8	144.8	153.6	163.0
Loyalist	100.0	109.0	123.7	140.9	162.9	169.0
Mohawk	100.0	108.5	117.8	126.4	136.4	143.6
Niagara	100.0	108.4	121.1	125.9	136.3	131.3
Northern	100.0	101.7	123.3	129.5	147.7	145.7
St. Clair	100.0	109.6	116.4	119.7	127.5	128.0
St. Lawrence	100.0	108.1	122.0	139.3	148.1	149.1
Sault	100.0	108.4	122.9	125.6	150.8	151.4
Seneca	100.0	115.6	133.6	143.3	153.9	158.7
Sheridan	100.0	111.5	122.7	128.8	143.0	151.6
Sir S. Fleming	100.0	106.5	117.9	129.7	143.3	147.8
Totals	100.0	108.7	120.8	129.0	141.0	147.3

Notes: Derived from Table 4.3.

Source: Ministry of Colleges and Universities, College Affairs Branch.

Table 4.5

Real Provincial Operating Grants, 1978-79 to 1983-84
(1978-79 Dollars)

College	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84
Algonquin	27277625	26642293	26021081	25524486	24713592	24556747
Cambrian	9374449	8872688	8705712	8801334	9087190	9551390
Canadore	5749115	5594338	5712415	5744463	5810320	5855007
Centennial	14491365	14571721	13696920	14252862	14610926	15662452
Conestoga	10672806	10630244	10228426	10320104	10496188	10553347
Confederation	8637527	8259661	7843345	7501641	7227184	6961434
Durham	5219113	5152714	5023369	5156031	5293021	5590587
Fanshawe	18928223	18608918	18095147	18057277	17589085	17105446
George Brown	20793009	20264101	19927554	18768917	18402266	18936794
Georgian	7827163	7807430	7488575	7622996	8022354	8342762
Humber	19973267	20966229	20175419	21036616	21302432	2203722
Lambton	3973324	4151911	3979681	4008855	4089404	4462476
Loyalist	5821801	5716826	5448946	5138308	5010558	5268652
Mohawk	17522048	18229340	17829796	17202660	17073857	17503606
Niagara	9533674	9700012	9375700	9311305	9426442	9569720
Northern	6196843	6223386	5814425	5893739	5760970	5760842
St. Clair	12753443	12895662	12080452	11813774	11638779	11504827
St. Lawrence	14569315	13986414	13526114	12624131	12140672	12851973
Sault	7209652	6874279	6674211	6330273	6287464	6416493
Seneca	21375860	22018776	21266315	21607818	22482127	23766990
Sheridan	14592732	14321948	14062219	14502960	14766997	15682032
Sir S. Fleming	8012863	7801507	7666131	8029243	8261676	8667936
Totals	270505217	269290397	260641956	259249792	259513502	266775235

Note: In converting nominal dollars to real dollars the CAAT cost index was used. This index is described in "An Analysis of Unit Operating Costs in Ontario's Colleges of Applied Arts and Technology, 1978-79 to 1982-83", the report of the Task Force on Productivity Indices (June 1984). Between 1978-79 and 1983-84 the CAAT cost index has had the values:

1978-79	100.0	1981-82	134.3
1979-80	108.7	1982-83	151.3
1980-81	119.4	1983-84	161.6

Table 4.6

Real Provincial Operating Grant per Adjusted Funding Unit,
1978-79 to 1983-84 (1978-79 Dollars)

College	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84
Algonquin	3260	3044	2754	2587	2420	2243
Cambrian	3167	2770	2470	2263	1988	2071
Canadore	2855	2577	2525	2292	1982	1860
Centennial	3154	2974	2392	2407	2212	2283
Conestoga	3043	2821	2388	2429	2305	2159
Confederation	3785	3500	2975	2607	2203	1948
Durham	2840	2523	2275	2046	1825	1916
Fanshawe	3042	2866	2613	2565	2328	2098
George Brown	3760	3145	2721	2314	2190	2054
Georgian	3099	2785	2284	2333	2012	1834
Humber	2625	2575	2277	2145	1999	2070
Lambton	2896	2751	2252	2019	1940	1995
Loyalis	3476	3131	2630	2177	1836	1862
Mohawk	3041	2916	2626	2361	2173	2115
Niagara	3013	2828	2447	2337	2186	2303
Northern	3960	3912	3013	2908	2502	2527
St. Clair	3117	2875	2537	2412	2231	2196
St. Lawrence	3547	3149	2699	2207	1996	2099
Sault	3678	3235	2772	2571	2128	2162
Seneca	3035	2705	2259	2141	2074	2126
Sheridan	2853	2511	2241	2201	2020	2022
Sir S. Fleming	2697	2466	2188	2084	1941	1974
Totals	3135	2873	2501	2329	2133	2100

Note: Derived from Tables 4.3 and 4.5.

Source: Ministry of Colleges and Universities, College Affairs Branch.

Table 4.7

Changes in Real Provincial Operating Grants per Adjusted Funding Unit,
1978-79 to 1983-84

College	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84
Algonquin	100.0	93.4	84.5	79.3	74.2	68.8
Cambrian	100.0	87.5	78.0	71.5	62.8	65.4
Canadore	100.0	90.3	88.5	80.3	69.4	65.2
Centennial	100.0	94.3	75.8	76.3	70.1	72.4
Conestoga	100.0	92.7	78.5	79.8	75.8	70.9
Confederation	100.0	92.5	78.6	68.9	58.2	51.5
Durham	100.0	88.9	80.1	72.1	64.3	67.5
Fanshawe	100.0	94.2	85.9	84.3	76.5	68.9
George Brown	100.0	83.6	72.4	61.5	58.2	54.6
Georgian	100.0	89.9	73.7	75.3	64.9	59.2
Humber	100.0	98.1	86.7	81.7	76.2	78.8
Lambton	100.0	95.0	77.8	69.7	67.0	68.9
Loyalist	100.0	90.1	75.7	62.6	52.8	53.6
Mohawk	100.0	95.9	86.4	77.6	71.4	69.5
Niagara	100.0	93.9	81.2	77.6	72.6	76.4
Northern	100.0	98.8	76.1	73.4	63.2	63.8
St. Clair	100.0	92.2	81.4	77.4	71.6	70.5
St. Lawrence	100.0	88.8	76.1	62.2	56.3	59.2
Sault	100.0	87.9	75.4	69.9	57.8	58.8
Seneca	100.0	89.1	74.4	70.5	68.3	70.0
Sheridan	100.0	88.0	78.6	77.1	70.8	70.9
Sir S. Fleming	100.0	91.4	81.1	77.3	72.0	73.2
Totals	100.0	91.6	79.8	74.3	68.0	67.0

Note: Derived from Table 4.6.

Source: Ministry of Colleges and Universities, College Affairs Branch.

Table 4.8

Percentage Distribution of College Activity, Postsecondary, Purchased OTA, and Other, 1978-79 and 1982-83

College	1978-79 Postsec	1978-79 OTA	1978-79 Other	1982-83 Postsec	1982-83 OTA	1982-83 Other
Algonquin	55.4	20.7	23.9	56.4	18.0	25.6
Cambrian	51.1	23.3	25.6	57.9	14.5	27.5
Canadore	63.0	23.6	13.4	66.0	20.9	13.1
Centennial	54.2	11.3	34.5	59.7	6.8	33.5
Conestoga	45.6	37.3	17.1	45.2	26.8	28.0
Confederation	39.7	39.8	20.4	51.9	29.9	18.2
Durham	61.4	21.8	16.8	64.6	12.9	22.5
Fanshawe	64.2	15.7	20.1	61.9	16.4	21.8
George Brown	28.4	42.4	29.2	36.6	29.1	34.3
Georgian	52.9	30.7	16.4	62.4	23.4	14.2
Humber	59.8	19.5	20.7	59.7	14.7	25.6
Lambton	48.5	31.4	20.0	56.9	20.4	22.7
Loyalist	44.7	32.5	22.9	59.6	24.4	16.1
Mohawk	57.1	22.6	20.3	54.6	21.8	23.5
Niagara	61.8	25.4	12.7	66.4	19.3	14.4
Northern	45.6	38.8	15.5	57.3	28.9	13.8
St. Clair	51.7	25.0	23.3	53.1	25.6	21.3
St. Lawrence	50.9	26.4	22.8	59.9	18.8	21.4
Sault	50.9	24.5	24.6	57.9	12.7	29.4
Seneca	58.3	13.8	27.9	63.6	12.4	24.0
Sheridan	69.8	9.8	20.4	63.2	15.6	21.2
Sir S. Fleming	65.0	19.5	15.5	68.1	15.5	16.4
Totals	53.4	24.1	22.5	57.1	19.0	23.9

Notes: Activity units are full-time postsecondary equivalents. Reported training days of purchased OTA activity are divided by 140. 'Other' includes tuition short, part-time and purchased apprenticeship.

Source: Derived from Cost Study, Tables A-6, A-10.

APPENDIX V

Table 5A.1
1981-82, Entire File

College	Assigned Teach. (Weeks)	Average Hours Assigned Instruc.	No. of Differ. Courses	No. of New Courses	Weeks Notice for New Course	Average Hours Class Prep.	Average Hours Student Eval.	Average Hours Prep. & Eval.	Average Hours Prep. & Eval. Instr.	Average Hrs./Wk. Other Assigned Duties	Total Work-load	Total Assigned Hours	Annual Contact Hours
Algonquin	31.0	19.0	3.0	1.0	3.0	10.0	6.3	18.0	37.0	2.0	40.0	21.0	589.0
Cambrian	32.0	19.0	5.0	1.0	4.0	10.0	6.5	18.0	39.5	1.5	39.5	22.0	608.0
Canadore	32.0	20.0	3.5	0.0	1.0	10.5	5.0	17.3	37.5	0.0	40.3	21.8	640.0
Centennial	33.0	20.0	3.0	0.0	3.0	9.0	8.0	17.0	36.5	2.0	42.0	22.0	660.0
Conestoga	40.0	21.0	3.0	0.0	4.0	6.0	6.0	15.0	36.5	2.0	39.0	22.0	840.0
Confederation	34.0	20.0	5.0	1.0	4.0	10.0	5.0	17.0	37.5	1.0	41.0	21.0	680.0
Durham	34.0	20.0	4.0	1.0	4.0	10.0	7.0	21.0	39.5	1.5	46.0	21.5	680.0
Fanshawe	40.0	20.0	4.0	1.0	4.0	9.0	5.0	13.0	34.0	2.0	38.0	22.0	800.0
George Brown	39.0	20.8	3.0	0.0	1.0	8.0	5.5	13.0	33.0	1.5	36.0	22.0	811.2
Georgian	32.0	20.0	4.0	0.0	4.0	10.0	6.0	15.5	35.5	2.0	39.8	22.0	640.0
Humber	34.0	20.0	4.0	0.0	3.0	10.0	5.5	19.5	37.0	2.0	40.0	21.0	680.0
Lambton	39.0	18.0	4.0	0.5	2.0	11.0	5.0	16.0	35.0	4.0	39.5	24.3	702.0
Loyalist	38.0	20.0	4.0	0.0	3.0	10.0	10.0	20.0	38.0	2.0	42.0	21.5	760.0
Mohawk	32.0	19.0	3.0	1.0	6.0	10.0	5.0	18.0	38.0	2.0	42.0	22.0	608.0
Niagara	32.0	19.0	4.0	0.0	5.0	9.0	8.0	15.0	36.0	3.0	38.0	21.0	608.0
Northern	33.0	20.0	4.5	1.0	1.0	9.5	5.0	17.5	38.5	2.0	41.5	22.0	660.0
St. Clair	36.0	20.0	3.0	0.0	3.0	10.0	6.0	16.0	36.0	2.0	40.0	22.0	720.0
St. Lawrence	36.5	20.0	4.5	1.0	4.0	10.0	8.5	20.0	39.4	2.1	44.5	22.0	730.0
Sault	34.0	20.0	5.0	1.0	2.0	9.0	5.0	15.0	35.0	1.0	40.0	22.0	680.0
Seneca	30.0	20.0	3.0	0.0	4.0	10.0	10.0	20.0	39.8	1.8	43.3	22.0	600.0
Sheridan	32.0	19.0	4.0	1.0	1.0	7.7	6.0	15.0	35.0	2.0	37.0	22.0	608.0
Sir S. Fleming	32.0	20.0	3.0	1.0	3.0	10.0	6.0	18.0	38.0	3.0	41.0	22.0	640.0

Source: Employee/Employer Relations Committee - Faculty Survey 1981-82

Table 5A.2
Entire File Minus Top and Bottom 10%, 1981-82

College	Assigned Teach. (Weeks)	Average Hours Assigned Instruc.	No. of Differ. Courses	No. of New Courses	Weeks Notice for New Course	Average Hours Class Prep.	Average Hours Student Eval.	Average Hours Prep. & Eval.	Average Hours Prep. & Eval. Instr.	Average Hrs./Wk. Other Assigned Duties	Total Work-load	Total Assigned Hours	Annual Contact Hours
Algonquin	32.0	19.0	3.5	0.7	5.5	10.6	7.7	18.3	37.2	3.7	41.0	22.7	608.0
Cambrian	30.6	21.2	5.1	1.0	5.1	11.3	7.7	19.0	40.2	2.5	40.2	23.7	648.7
Canadore	33.3	20.6	4.3	1.3	3.9	10.3	5.4	15.7	36.3	2.5	38.9	23.2	679.8
Centennial	33.1	19.4	3.7	0.5	5.3	9.7	7.6	17.3	36.7	4.9	41.6	24.3	642.1
Conestoga	37.5	20.5	3.2	0.5	7.4	8.9	6.6	15.4	35.9	2.8	38.7	23.3	768.8
Confederation	31.7	21.6	6.2	1.7	5.3	10.9	5.5	16.3	38.0	2.4	40.4	24.1	684.7
Durham	34.6	20.3	5.1	0.8	4.6	12.1	9.3	21.4	41.7	2.8	44.5	23.1	702.4
Fanshawe	38.0	20.0	4.2	1.3	4.7	9.1	6.5	15.6	35.6	3.4	39.0	23.5	760.0
George Brown	36.5	20.1	3.3	0.6	3.8	7.9	6.4	14.3	34.4	3.2	37.6	23.3	733.6
Georgian	33.0	19.5	3.9	0.8	5.3	10.2	7.3	17.5	37.0	3.1	40.1	22.6	643.5
Humber	34.2	19.1	4.5	0.8	6.1	10.9	7.5	18.4	37.4	3.6	41.0	22.7	653.2
Lambton	35.9	17.5	11.0	0.9	5.8	9.8	5.6	15.4	32.9	8.3	41.2	25.8	628.2
Loyalist	36.3	18.2	4.0	0.9	5.1	12.1	9.0	21.1	39.3	5.1	44.4	23.3	660.7
Mohawk	32.3	19.7	4.1	1.1	6.2	11.6	7.4	19.0	38.7	4.0	42.7	23.6	636.3
Niagara	33.4	18.9	4.2	1.0	6.2	8.9	8.1	17.0	36.0	3.6	39.5	22.5	631.3
Northern	34.3	20.4	4.5	0.7	2.2	11.6	6.9	18.5	38.8	5.2	44.0	25.6	699.7
St. Clair	34.3	20.3	3.9	1.0	4.5	10.6	6.2	16.7	37.0	3.0	40.1	23.3	690.3
St. Lawrence	33.1	19.0	4.4	1.1	5.5	11.4	8.9	20.3	39.3	4.9	44.2	23.4	628.9
Sault	35.0	19.7	4.7	0.9	6.0	10.7	6.0	16.7	36.5	3.7	40.2	23.9	689.5
Seneca	30.2	18.7	4.1	0.9	5.0	11.7	9.5	21.1	*	5.1	44.9	23.8	564.7
Sheridan	32.2	19.3	4.2	1.1	4.0	8.9	8.2	17.0	36.3	4.4	40.8	23.8	621.5
Sir S. Fleming	33.5	19.1	3.8	0.9	6.6	12.0	8.2	20.2	39.3	4.3	43.6	23.4	639.8

Source: E/ERL Faculty Survey 1981-82

Table 5A.3
1983-84, Entire File

College	Assigned Teach. (Weeks)	Average Hours Assigned Instruc.	No. of Differ. Courses	No. of New Courses	Weeks Notice for New Course	Average Hours Class Prep.	Average Hours Student Eval.	Average Hours Prep. & Eval.	Average Hours Prep. & Eval. Instr.	Average Hrs./Wk. Other Assigned Duties	Total Work-load	Total Assigned Hours	Annual Contact Hours
Algonquin	32.95	18.20	3.52	.78	8.65	10.40	7.32	17.73	35.93	4.49	40.42	22.69	599.7
Cambrian	33.55	20.36	3.45	.66	8.44	11.99	6.62	18.61	38.97	3.37	42.34	23.73	683.1
Canadore	34.13	20.03	3.43	.66	7.00	9.53	6.69	16.22	36.26	5.05	41.31	25.08	683.6
Centennial	35.33	19.11	3.20	.48	6.63	10.43	8.67	19.10	38.21	4.58	42.79	23.69	675.2
Conestoga	37.79	19.43	3.25	.55	8.84	10.52	7.11	17.63	37.07	3.64	40.70	23.07	734.3
Confederation	35.61	20.15	4.10	.80	7.74	10.93	6.88	17.81	37.96	2.32	40.28	22.47	717.5
Durham	34.33	19.75	4.38	1.04	5.47	11.44	6.04	17.48	37.23	2.83	40.00	22.58	678.0
Fanshawe	36.32	19.34	3.55	.76	6.44	9.78	6.04	15.82	35.16	3.85	39.01	23.19	702.4
George Brown	37.54	20.25	3.42	.57	6.07	8.80	5.35	14.15	34.40	2.96	37.34	23.21	760.2
Georgian	35.40	19.94	3.76	1.21	6.28	10.83	9.26	20.09	40.03	4.14	44.10	24.08	705.9
Humber	36.20	18.10	3.04	.75	7.10	9.98	7.85	17.83	35.93	5.07	41.00	23.16	655.2
Lambton	38.13	17.78	3.91	.77	12.98	10.54	7.89	18.43	36.21	3.74	39.90	21.51	678.0
Loyalist	38.25	19.85	3.76	.68	7.80	12.26	9.58	21.84	41.69	3.41	45.11	23.26	759.3
Mohawk	36.33	19.61	3.31	.60	7.77	9.17	6.94	16.11	35.72	3.71	39.43	23.32	712.4
Niagara	33.27	17.90	3.64	.56	9.45	11.40	9.78	21.18	39.08	3.24	42.32	21.14	595.5
Northern	36.03	19.83	3.96	.54	7.07	11.82	7.68	19.50	39.33	3.69	43.02	23.52	714.5
St. Clair	34.04	18.67	3.49	.56	6.71	12.07	7.17	19.24	37.91	2.98	40.89	21.65	635.5
St. Lawrence	35.48	19.02	3.40	.63	7.36	11.97	9.64	21.61	40.63	4.04	44.66	23.05	674.8
Sault	36.32	19.82	3.96	.54	5.31	11.47	6.41	17.88	37.70	2.52	40.23	22.35	719.9
Seneca	33.34	17.91	3.31	.53	5.12	8.89	8.56	17.45	35.36	5.27	40.63	23.18	597.1
Sheridan	34.81	19.17	3.69	.86	8.26	10.84	8.10	18.95	38.12	2.54	40.66	21.71	667.3
Sir S. Fleming	35.24	17.47	3.12	.76	8.69	11.63	8.45	20.08	37.55	4.90	42.45	22.37	580.7

Source: E/FRC Faculty Survey 1983-84.

Table SA.4
Entire File Minus Top and Bottom 10%, 1983-84

College	Assigned Teach. (Weeks)	Average Hours Assigned Instruc.	No. of Differ. Courses	No. of New Courses	Weeks Notice for New Course	Average Hours Class Prep.	Average Hours Student Eval.	Average Hours Prep. & Eval.	Average Hours Prep. & Eval. Instr.	Average Hrs./Wk. Other Assigned Duties	Total work-load	Total Assigned Hours	Annual Contact Hours
Algonquin	33.08	18.36	3.43	.83	8.93	9.99	7.24	17.24	35.60	3.89	39.48	22.25	607.3
Cambrian	33.76	20.21	3.54	.70	8.58	12.08	6.44	18.52	38.73	1.93	40.66	22.14	682.3
Canadore	34.33	19.83	3.58	.65	7.36	9.67	6.66	16.32	36.16	4.13	40.28	23.96	680.8
Centennial	35.72	19.45	3.17	.44	6.59	9.82	7.30	17.12	36.57	3.89	40.46	23.34	694.8
Conestoga	37.88	19.79	3.24	.50	8.14	10.06	7.07	17.13	36.92	2.88	39.72	22.67	749.6
Confederation	35.66	20.23	4.00	.75	6.90	10.16	6.51	16.67	36.89	2.52	39.42	22.75	721.4
Durham	33.76	20.61	4.47	1.05	5.20	10.34	6.32	16.66	37.26	1.60	38.86	22.20	695.8
Fanshawe	36.15	19.44	3.57	.75	6.42	9.51	6.15	15.67	35.11	3.42	38.53	22.86	702.5
George Brown	37.31	20.67	3.43	.64	6.37	9.13	5.12	14.25	35.11	1.69	36.81	22.56	778.7
Georgian	35.77	19.99	3.73	1.20	6.48	11.38	8.98	20.36	40.35	3.49	43.83	23.48	713.6
Humber	36.47	18.50	3.18	.73	7.44	9.63	7.45	17.08	35.58	4.98	40.56	23.48	674.7
Lambton	37.28	18.24	3.44	.18	14.50	11.06	5.78	16.83	35.07	3.92	38.99	22.18	680.9
Loyalist	38.34	19.93	3.85	.56	8.69	11.44	9.10	20.54	40.47	3.17	43.63	23.09	764.1
Mohawk	37.11	20.22	3.42	.63	6.89	8.66	6.47	15.13	35.34	3.33	38.68	23.55	750.4
Niagara	33.75	17.50	3.86	.41	9.97	10.71	10.03	20.74	38.24	2.79	41.03	20.29	590.6
Northern	36.26	19.39	3.95	.47	7.82	11.75	6.80	18.55	37.94	3.51	41.46	22.91	703.1
St. Clair	34.70	19.49	3.63	.62	6.85	11.87	6.70	18.56	38.05	2.77	40.82	22.26	676.3
St. Lawrence	36.06	19.21	3.57	.60	7.72	11.70	9.53	21.23	40.44	3.11	43.55	22.32	692.7
Sault	36.08	19.82	4.08	.54	5.40	10.74	6.46	17.20	37.02	2.41	39.43	22.23	715.1
Seneca	32.68	19.62	3.49	.56	5.55	9.12	8.23	17.35	35.98	3.65	39.63	22.28	608.5
Sheridan	34.69	19.16	3.76	.96	8.68	10.62	7.75	18.36	37.52	1.97	39.49	21.13	664.7
Sir S. Fleming	32.86	17.32	3.10	.75	9.19	11.00	8.26	19.26	36.59	4.40	40.99	21.79	569.1

Source: E/ERC - Faculty Survey 1983-84.

Table 5A.5
Statistical Summary for Teaching Area and Categories Containing 15 or More Responses
All Colleges - Entire File, 1981-82

	Assigned Teach. (weeks)	Average Hours Assigned Instruc.	No. of Differ. Courses	No. of New Courses	Weeks Notice for New Course	Average Hours Class Prep.	Average Hours Student Eval.	Average Hours Prep. & Eval.	Average Hours Prep. & Eval. Instr.	Average Hrs./Wk. Other Assigned Duties	Total Work-load	Total Assigned Hours	Annual Contact Hours
Postsecondary Teaching Master (570 records used for calculations)													
Average	32.2	19.3	4.6	1.1	6.0	12.1	8.9	21.0	40.2	3.2	43.5	22.5	623.4
Nursing Teaching Masters (103 records used for calculations)													
Average	35.2	20.3	3.0	0.8	7.3	9.8	6.1	15.8	36.2	4.9	41.1	24.9	714.6
Non-Postsecondary Teaching Masters (179 records used for calculations)													
Average	37.4	21.9	4.1	0.9	2.9	8.2	5.7	13.9	35.8	2.4	38.3	24.5	819.1

Statistical Summary for Teaching Area and Categories Containing 12 or More Responses
All Colleges - Entire File Minus Top and Bottom 10%, 1981-82

	Assigned Teach. (weeks)	Average Hours Assigned Instruc.	No. of Differ. Courses	No. of New Courses	Weeks Notice for New Course	Average Hours Class Prep.	Average Hours Student Eval.	Average Hours Prep. & Eval.	Average Hours Prep. & Eval. Instr.	Average Hrs./Wk. Other Assigned Duties	Total Work-load	Total Assigned Hours	Annual Contact Hours
Postsecondary Teaching Master (445 records used for calculations)													
Average	32.0	19.6	4.6	1.1	6.0	11.9	8.5	20.4	39.9	3.2	43.2	22.8	627.2
Nursing Teaching Masters (83 records used for calculations)													
Average	35.9	20.8	2.9	0.7	7.7	9.5	5.5	15.1	35.9	4.3	40.2	25.1	746.7
Non-Postsecondary Teaching Masters (144 records used for calculations)													
Average	38.3	22.0	3.5	0.7	2.8	7.6	5.2	12.8	34.8	2.3	37.1	24.3	842.6

Source: E/ERC - Faculty Survey 1981-82.

Table 5A.6
Statistical Summary for Teaching Area and Categories Containing 15 or More Responses
All Colleges - Entire File, 1983-84

	Assigned Teach. (Weeks)	Average Hours Assigned Instruc.	No. of Differ. Courses	No. of New Courses	Weeks Notice for New Course	Average Hours Class Prep.	Average Hours Student Eval.	Average Hours Prep. & Eval.	Average Hours Prep. & Eval. Instr.	Average Hrs./Wk. Other Assigned Duties	Total Work-load	Total Assigned Hours	Annual Contact Hours
Postsecondary Teaching Master (842 records used for calculations)													
Average	33.89	18.85	3.58	.73	7.78	11.24	8.18	19.42	38.27	3.33	41.60	22.17	638.8
Nursing Teaching Masters (111 records used for calculations)													
Average	36.79	19.75	2.60	.77	9.41	10.32	6.64	16.96	36.70	5.75	42.45	25.49	726.6
Non-Postsecondary Teaching Masters (231 records used for calculations)													
Average	40.33	20.81	3.66	.58	3.86	8.31	5.52	13.83	34.64	3.44	38.08	24.25	839.3

Statistical Summary for Teaching Area and Categories Containing 12 or More Responses
All Colleges - Entire File Minus Top and Bottom 10%, 1983-84

	Assigned Teach. (Weeks)	Average Hours Assigned Instruc.	No. of Differ. Courses	No. of New Courses	Weeks Notice for New Course	Average Hours Class Prep.	Average Hours Student Eval.	Average Hours Prep. & Eval.	Average Hours Prep. & Eval. Instr.	Average Hrs./Wk. Other Assigned Duties	Total Work-load	Total Assigned Hours	Annual Contact Hours
Postsecondary Teaching Master (673 records used for calculations)													
Average	34.02	18.91	3.62	.75	7.84	11.10	7.96	19.06	37.97	2.88	40.85	21.79	643.3
Nursing Teaching Masters (88 records used for calculations)													
Average	36.99	20.55	2.56	.73	9.70	9.81	6.29	16.10	36.66	4.91	41.57	25.47	760.1
Non-Postsecondary Teaching Masters (144 records used for calculations)													
Average	40.40	21.29	3.68	.59	3.84	8.26	5.45	13.71	34.99	2.60	37.60	23.89	860.1

Source: E/EHL - Faculty Survey 1983-84.

Table 5A.7

College	Group	Average Hours Instruction Assigned (Weekly)			Average Assigned Teaching Weeks			Average Annual Assigned Instructional Hours		
		1981-82	1983-84	1983-84	1981-82	1983-84	1983-84	1981-82	1983-84	1983-84
Algonquin	PS	18.3	18.0	18.7	30.8	32.2	31.0	563.6	578.7	579.7
	N*	19.0	22.1	22.0	33.0	29.8	31.0	627.0	658.0	682.0
	NPS	21.4	18.6	21.1	39.3	40.3	40.0	841.0	749.7	844.0
Cambrian	PS	19.9	19.2	19.0	30.3	32.4	32.0	603.0	620.9	608.0
	N*	25.0	22.5	21.0	21.0	30.0	34.0	525.0	675.0	714.0
	NPS	27.5	24.6	23.0	40.7	40.9	36.5	1119.2	1006.3	839.5
Canadore	PS	19.3	19.7	19.5	32.3	32.9	32.0	623.4	649.8	624.0
	N*	24.5	21.0	19.0	32.0	37.0	38.0	784.0	777.0	722.0
	NPS*	27.5	20.0	22.0	40.0	43.0	43.0	1110.0	860.0	946.0
Centennial	PS	18.8	19.3	19.0	32.4	33.5	34.3	609.1	648.2	651.7
	N	21.9	14.7	18.0	39.6	38.3	37.0	867.2	562.2	666.0
	NPS	20.5	20.7	19.0	38.5	39.8	39.0	789.2	822.8	741.0
Conestoga	PS	19.0	19.8	18.8	33.2	36.7	31.0	630.8	729.0	582.8
	N	21.3	18.5	18.2	39.6	40.6	40.0	843.5	751.6	728.0
	NPS	21.6	20.8	21.3	40.6	39.4	40.0	877.0	819.6	852.0
Confederation	PS	21.2	19.4	19.5	33.5	35.4	35.0	710.2	686.6	682.5
	N*	21.0	18.5	21.0	36.0	17.0	38.0	756.0	314.5	798.0
	NPS*	22.7	23.1	21.5	36.4	38.3	38.0	826.3	885.9	817.0
Durham	PS	19.2	19.8	19.4	30.2	31.3	30.4	579.8	620.4	589.8
	N*	21.2	19.0	18.3	33.0	43.0	40.0	699.6	817.0	732.0
	NPS*	21.1	21.4	21.1	41.5	40.8	39.8	875.6	873.2	839.8
Fanshawe	PS	19.3	18.6	19.4	36.3	33.2	33.3	700.6	618.2	646.0
	N	21.2	17.9	17.6	33.9	41.3	38.3	718.7	740.6	674.1
	NPS	21.1	22.0	20.1	41.9	42.1	38.9	884.1	926.3	781.9
George Brown	PS	19.5	20.1	19.0	35.1	35.5	32.0	684.4	715.1	608.0
	N	17.3	22.7	20.0	40.2	38.5	-	695.5	873.5	-
	NPS	21.4	21.8	18.0	40.6	40.8	34.0	868.8	889.2	612.0
Georgian	PS	18.2	19.0	19.9	32.4	33.7	32.0	589.7	640.1	636.8
	N*	21.7	22.0	22.0	32.3	32.3	32.0	700.9	711.3	704.0
	NPS	21.2	21.0	20.0	40.8	43.0	39.3	865.0	904.3	786.0
Humber	PS	18.5	17.9	19.7	35.2	35.0	32.9	651.2	627.9	648.1
	N	20.9	18.8	14.4	36.3	40.0	40.0	758.7	752.0	576.0
	NPS	20.3	21.3	20.0	41.7	40.5	45.0	846.5	865.8	900.0
Lambton	PS	18.2	18.3	18.0	32.3	37.2	36.6	587.9	682.9	658.8
	N*	15.2	20.7	19.0	39.5	32.5	33.7	600.4	671.6	640.3
	NPS*	17.6	16.2	18.0	39.5	41.2	39.5	695.2	670.3	711.0
Loyalist	PS	18.5	19.7	19.8	34.9	37.6	31.9	645.6	740.8	631.6
	N*	21.2	24.0	21.0	37.3	38.0	40.5	790.8	912.0	850.5
	NPS*	20.0	20.0	20.3	41.7	41.8	39.7	834.0	836.0	805.9

continued . . . .

Table 5A.7, continued

College	Group	Average Hours Instruction Assigned (Weekly)			Average Assigned Teaching Weeks			Average Annual Assigned Instructional Hours		
		1981-82	1983-84	1983-84	1981-82	1983-84	1983-84	1981-82	1983-84	1983-84
Mohawk	PS	18.7	17.9	19.0	32.8	35.9	28.0	611.3	642.1	532.0
	N	21.2	25.4	20.8	39.8	38.7	35.0	833.2	984.4	728.0
	NPS	24.6	22.6	25.0	40.0	39.0	36.0	923.1	883.4	900.0
Niagara*	PS	17.9	17.1	18.3	32.4	33.3	31.2	580.9	570.3	571.0
	N*	21.9	21.7	19.0	39.8	26.0	31.0	871.5	563.3	589.0
	NPS*	21.0	20.0	19.7	40.0	44.0	36.4	840.0	880.0	717.1
Northern	PS	20.2	18.1	19.6	31.3	32.8	36.0	633.8	593.4	705.6
	N*	20.5	14.0	20.0	38.3	34.5	36.0	785.8	483.0	720.0
	NPS	20.5	22.1	20.0	43.0	41.1	41.0	881.5	909.5	870.0
St. Clair	PS	19.0	19.0	17.8	34.7	33.5	34.0	659.3	636.0	605.2
	N*	21.9	20.5	20.2	38.2	40.1	36.0	836.9	822.6	727.2
	NPS*	22.6	22.0	19.5	35.1	41.0	36.0	792.7	902.0	702.0
St. Lawrence	PS	19.5	19.1	18.0	34.3	35.7	35.0	667.7	680.5	630.0
	N	21.1	20.4	21.0	36.1	39.5	36.0	762.3	806.9	756.0
	NPS	20.4	19.0	21.0	42.0	34.7	36.0	856.8	658.7	756.0
Sault	PS	19.4	19.2	19.0	34.0	35.1	33.0	660.9	676.3	627.0
	N*	19.0	21.7	20.0	30.0	34.0	33.0	570.0	737.8	660.0
	NPS	23.8	21.4	21.0	38.7	40.3	40.0	921.5	862.1	820.0
Seneca	PS	20.6	19.0	19.3	29.1	31.8	30.7	599.5	605.9	592.5
	N*	19.0	15.0	20.0	33.7	33.0	35.0	640.3	495.0	700.0
	NPS	18.0	18.0	21.0	38.5	37.2	32.5	693.0	669.3	682.5
Sheridan	PS	18.7	18.8	18.1	34.1	34.0	34.0	637.7	639.5	615.4
	N*	18.5	19.0	18.1	36.0	40.0	34.0	666.0	760.0	615.4
	NPS	23.0	21.0	21.0	40.4	40.5	38.0	929.2	809.7	798.0
Sir S. Fleming	PS	19.2	17.0	17.8	31.8	31.9	32.0	611.8	544.1	569.6
	N*	17.7	1.0	18.4	32.0	1.0	32.0	568.0	1.0	588.8
	NPS*	19.0	18.4	18.5	45.0	41.4	51.0	855.0	761.7	943.5

Notes: *Number of Cases less than 5

PS = Postsecondary
N = Nursing
NPS = Non Postsecondary

Source: E/ERC - Faculty Surveys 1981-82 and 1983-84
E/ERC - College Surveys 1983-84

Table 5A.8

Average Assignments by Group within Selected Colleges

College	Group	Average Weekly Assigned Instruc. Hours	Average Yearly Contact Hours	Average Class Size	Average Weekly Student Contact Hours	Average Number of Sections Taught	Average Number of Different Courses
Conestoga	PS	18.5	593	28.7	529	6.0	3.6
	NPS	21.5	704	15.6	335	2.9	2.0
	N**	20.1	739	10.8	217	2.0	2.0
Confederation	PS	19.8	553	18.1	358	5.2	3.9
	NPS**	22.0	756	15.1	333	3.7	3.2
	N*	21.0	623	8.6	180	3.0	1.7
Durham	PS	20.2	574	25.5	516	6.7	4.7
	NPS**	20.8	720	14.1	294	4.2	1.5
	N*	22.0	564	13.2	291	2.0	2.0
Fanshawe	PS	19.8	566	20.3	401	5.9	4.2
	NPS	21.5	714	16.1	347	2.4	1.9
	N**	19.0	733	8.3	157	1.6	1.6
Humber	PS	19.2	558	12.7	243	5.7	4.4
	NPS	20.7	702	16.5	341	1.8	1.4
	PS**	19.2	514	10.0	192	2.7	1.8
Lambton	PS**	18.3	496	19.9	364	4.9	2.8
	NPS*	18.8	692	19.1	359	2.0	1.6
	N*	25.0	-	9.2	231	2.5	2.5

Notes: *Number of Cases = 1 - 5.
**Number of Cases = 6 - 10.

PS = Postsecondary
NPS = Non Postsecondary
N = Nursing

Average Assignments by Group across Selected Colleges

Group	Average Weekly Assigned Instruc. Hours	Average Yearly Contact Hours	Average Class Size	Average Weekly Student Contact Hours	Average Number of Sections Taught	Average Number of Different Courses
Postsecondary	19.4	564	19.3	374	5.8	4.1
Non Postsecondary	20.2	709	16.6	338	2.5	1.8
Nursing	20.1	833	9.9	198	2.2	1.8

Source: Human Resource Information System (HRIS), Pilot Study Staff Relations Branch, Ministry of Colleges and Universities, May 1985.

Table 5A.9

Student Contact Hours

College		Class Size*	SCH (Weekly) 1983-84 Faculty	SCH (Weekly) 1983-84 College	SCH (Annual) 1983-84 Faculty	SCH (Annual) 1983-84 College
Algonquin	PS	20.6	370.8	385.2	11940	11942
	NPS	20.1	373.9	424.1	15067	16964
Cambrian	PS	22.0	422.4	418.0	13686	13376
	NPS**	21.0	520.8	483.0	21301	17630
Canadore	PS	21.6	425.5	421.2	14000	13478
	NPS**	18.0	360.0	396.0	15480	17028
Centennial	PS	26.2	506.7	497.8	16940	17075
	NPS	13.5	279.4	256.5	11122	10003
Conestoga	PS	22.8	451.4	428.6	16568	13288
	NPS	16.0	332.8	240.8	13112	13632
Confederation	PS	21.0	407.4	409.5	14442	14332
	NPS**	17.0	392.7	365.5	15040	13889
Durham	PS	15.6	308.9	302.6	9668	9201
	NPS**	27.4	586.4	578.1	23923	23011
Fanshawe	PS	23.1	429.7	446.1	14265	14923
	NPS	18.0	396.0	361.8	16672	14074
George Brown	PS	21.0	422.1	389.0	14985	12768
	NPS	23.0	501.4	414.0	20457	14076
Georgian	PS	24.2	459.8	481.6	15495	15411
	NPS	17.9	375.9	358.0	16164	14069
Humber	PS	33.0	590.7	650.1	20674	21387
	NPS	20.0	426.0	400.0	17296	16000
Lambton	PS	27.0	494.1	486.0	16381	17789
	NPS**	16.0	259.2	288.0	10679	11376
Loyalist	PS	22.7	447.2	449.5	16814	14337
	NPS**	15.2	264.0	296.5	15215	14667
Mohawk	PS	24.3	435.0	461.7	15615	13657
	NPS	18.3	413.6	457.5	16130	16470
Niagara	PS	24.4	417.2	446.5	13894	13932
	NPS**	27.7	554.0	545.7	24376	19864
Northern	PS	14.5	262.4	284.2	8608	10231
	NPS	15.3	339.1	306.0	13897	12546
St. Clair	PS	26.7	497.8	466.4	16676	15656
	NPS**	19.7	433.4	384.1	17769	13829
St. Lawrence	PS	25.0	477.5	450.0	17047	15750
	NPS**	22.0	418.0	462.0	14505	16632
Sault	PS	22.5	432.0	427.5	15163	14107
	NPS	15.0	321.0	315.0	12936	12300
Seneca	PS	25.6	486.4	494.1	15468	15168
	NPS	15.6	280.8	327.6	10446	10647
Sheridan	PS	24.0	451.2	424.4	15341	14770
	NPS	18.0	378.0	378.0	15309	14364
Sir S. Fleming	PS	35.0	672.0	623.0	21437	19936
	NPS**	20.0	368.0	370.0	15235	18870***

Notes: *Class size estimate is from college reports in E/ERC data.
**Number of cases is less than 5.
***SSF reported 51 assigned weeks for NPS instructors.

PS = Postsecondary
NPS = Non Postsecondary

Source: E/ERC - Faculty Survey 1983-84
E/ERC - College Survey 1983-84

Table 5A.10

Student Contact Hours/Teacher Contact Hours Ratio

5A.10.a Postsecondary

College	1981-82	1983-84	% Change
Algonquin	20.5	20.9	+1.9
Cambrian	19.5	19.2	-1.5
Canadore	17.8	22.0	+12.4
Centennial	21.5	22.5	+4.7
Conestoga	18.2	22.9	+25.8
Confederation	18.4	21.3	+15.8
Durham	22.0	22.0	0.0
Fanshawe	18.0	20.0	+11.1
George Brown	17.9	21.0	+17.3
Georgian	16.1	21.6	+34.2
Humber	21.1	24.5	+16.1
Lambton	26.5	26.4	-0.4
Loyalist	18.7	20.9	+11.8
Mohawk	21.3	21.9	+2.8
Niagara	19.0	20.9	+10.0
Northern	15.7	15.0	-0.4
St. Clair	19.9	21.2	+6.5
St. Lawrence	17.8	18.0	+1.1
Sault	17.1	17.5	+2.3
Seneca	22.9	22.6	-1.3
Sheridan	21.7	21.7	0.0
Sir S. Fleming	21.7	21.8	+0.5

5A.10.b Applied Arts

College	1981-82	1983-84	% Change
Algonquin	19.8	15.9	-19.7
Cambrian	13.9	18.3	+31.7
Canadore	18.6	26.0	+39.8
Centennial	12.0	19.5	+62.5
Conestoga	24.3	25.1	+3.3
Confederation	21.0	23.2	+10.5
Durham	18.5	22.0	+18.9
Fanshawe	18.3	22.5	+30.0
George Brown	20.4	26.1	+27.9
Georgian	17.1	23.0	+34.5
Humber	16.5	28.5	+72.7
Lambton	30.0	29.5	-1.7
Loyalist	19.0	21.5	+13.2
Mohawk	20.7	20.8	+0.5
Niagara	13.4	21.2	+58.2
Northern	12.8	16.2	+26.6
St. Clair	16.2	20.6	+27.2
St. Lawrence	13.3	19.3	+45.1
Sault	15.1	19.6	+29.8
Seneca	22.3	23.2	+0.7
Sheridan	21.2	18.9	-2.1
Sir S. Fleming	17.0	16.7	-1.8

5A.10.c Business

College	1981-82	1983-84	% Change
Algonquin	28.3	29.3	+3.5
Cambrian	22.2	22.3	+0.5
Canadore	22.5	27.0	+20.0
Centennial	39.2	37.3	-4.8
Conestoga	19.7	26.2	+36.5
Confederation	19.0	20.1	+5.8
Durham	30.5	29.2	-4.3
Fanshawe	23.7	27.0	+13.9
George Brown	21.5	26.1	+21.4
Georgian	21.8	24.0	+10.1
Humber	33.3	28.7	-13.8
Lambton	31.1	31.3	+0.6
Loyalist	22.2	26.5	+19.4
Mohawk	28.9	32.1	+34.3
Niagara	23.3	23.1	-0.8
Northern	15.0	18.3	+22.0
St. Clair	29.2	26.8	-8.2
St. Lawrence	27.0	20.1	-25.6
Sault	22.8	25.5	+11.8
Seneca	25.8	26.5	+2.7
Sheridan	25.0	25.9	+3.6
Sir S. Fleming	26.1	26.6	+1.9

5A.10.d Technology

College	1981-82	1983-84	% Change
Algonquin	22.1	22.8	+3.2
Cambrian	24.0	15.3	-36.2
Canadore	18.3	18.0	-1.6
Centennial	17.5	17.3	-1.1
Conestoga	19.9	20.9	+0.5
Confederation	16.0	17.4	+8.7
Durham	17.1	22.2	+29.8
Fanshawe	17.9	18.3	+2.2
George Brown	18.1	18.2	+0.5
Georgian	15.7	20.0	+27.4
Humber	25.8	21.6	-16.3
Lambton	27.3	24.4	-10.6
Loyalist	17.8	18.3	+2.8
Mohawk	23.0	29.0	+26.1
Niagara	25.5	22.6	-11.4
Northern	17.1	15.0	-12.3
St. Clair	19.2	19.3	+0.5
St. Lawrence	18.9	17.7	-6.3
Sault	16.5	17.9	+8.5
Seneca	21.4	19.8	-7.5
Sheridan	23.2	27.2	+17.2
Sir S. Fleming	23.5	22.8	-3.0

5A.10.e Nursing

College	1981-82	1983-84	% Change
Algonquin	11.1	14.3	+28.8
Cambrian	16.8	15.7	-6.5
Canadore	10.5	17.0	+61.9
Centennial	16.1	16.6	+3.1
Conestoga	12.7	17.2	+35.4
Confederation	17.2	19.6	+13.9
Durham	15.1	14.1	-6.6
Fanshawe	12.7	13.0	+2.4
George Brown	14.4	14.0	-2.8
Georgian	9.9	17.0	+71.7
Humber	12.5	13.5	+8.0
Lambton	14.7	15.6	+6.1
Loyalist	14.4	17.0	+18.1
Mohawk	15.6	14.5	-5.8
Niagara	15.5	11.1	-28.4
Northern	15.9	9.4	-40.9
St. Clair	14.6	16.4	+12.3
St. Lawrence	13.1	13.0	-0.8
Sault	13.1	14.2	+9.7
Seneca	17.3	14.8	-14.5
Sheridan	12.7	15.5	+22.0
Sir S. Fleming	12.7	17.6	+38.6

5A.10.f Adult Training

College	1981-82	1983-84	% Change
Algonquin	15.3	21.0	+37.3
Cambrian	21.1	-	-
Canadore	17.9	18.0	+0.6
Centennial	37.2	28.6	-23.1
Conestoga	14.5	16.8	+15.7
Confederation	19.0	18.6	-2.1
Durham	26.6	27.4	+3.0
Fanshawe	14.0	16.7	+19.3
George Brown	22.3	26.2	+17.5
Georgian	16.3	22.0	+22.7
Humber	20.7	20.5	-1.0
Lambton	18.4	14.7	-20.1
Loyalist	16.3	22.7	+39.3
Mohawk	18.1	17.5	-3.3
Niagara	19.6	23.5	+19.9
Northern	11.0	17.7	+60.9
St. Clair	15.1	14.8	-2.0
St. Lawrence	18.9	18.5	-2.1
Sault	14.8	19.2	+29.7
Seneca	18.3	19.3	+5.5
Sheridan	20.5	20.5	0.0
Sir S. Fleming	24.0	-	-

continued ...

Table 5A.10, continued

5A.10.g

All Faculty SCH/TCH Ratio

College	1973-74	1978-79	% Change 1973-74 -1978-79	1981-82	% Change 1978-79 1981-82	1983-84	% Change 1981-82 1983-84	% Change 1978-79 1983-84
Algonquin	17.1	16.3	+4.7	19.4	+19.0	21.5	+10.8	+31.9
Cambrian	17.1	17.7	+3.5	19.8	+11.9	17.6	+11.1	-0.6
Canadore	14.7	18.4	+25.2	17.7	+4.0	21.0	+18.6	+14.1
Centennial	17.8	23.2	+30.3	22.8	-1.7	22.9	+0.4	-1.3
Conestoga	14.8	15.4	+4.1	16.8	+9.1	18.9	+13.7	+22.7
Confederation	14.6	17.9	+22.6	17.3	-3.4	18.1	+4.6	+1.1
Durham	15.2	22.2	+46.1	20.9	-5.9	22.3	+6.7	+0.5
Fanshawe	15.8	17.4	+10.1	16.8	-3.4	18.5	+10.1	+6.3
George Brown	17.6	17.8	+1.1	21.2	+19.1	22.4	+5.7	+26.4
Georgian	17.7	18.1	+2.3	15.3	-16.5	20.1	+31.4	+11.0
Humber	19.2	20.1	+4.7	22.2	+10.4	22.6	+1.8	+12.4
Lambton	16.3	18.8	+15.3	21.5	+14.4	21.1	-1.9	+12.2
Loyalist	13.0	14.4	+10.8	17.4	+20.8	20.1	+15.5	+39.6
Mohawk	16.7	18.1	+8.4	19.5	+7.7	20.0	+2.6	+10.5
Niagara	15.4	14.4	+6.5	18.5	+28.5	20.0	+8.1	+38.9
Northern	11.9	13.8	+16.0	13.9	+0.7	15.5	+11.5	+12.3
St. Clair	15.9	18.5	+16.4	18.6	+0.5	18.3	-1.6	-1.1
St. Lawrence	17.2	16.8	-2.3	18.2	+8.3	17.9	-1.6	+6.5
Sault	14.2	15.6	+9.9	15.8	+1.3	18.3	+15.8	+17.3
Seneca	21.2	21.3	+0.5	21.7	+1.9	22.6	+4.1	+6.1
Sheridan	20.3	19.3	-4.9	19.9	+3.1	18.3	-8.0	-5.2
Sir S. Fleming	16.3	21.7	+33.1	21.8	+0.5	21.3	-2.3	-1.8

Source: Multi Year Plan Analysis Data.

Table 3A.11

Average Assignments by Primary Discipline for All Groups and across All Courses

Discipline	Average Weekly Assigned Instruc. Hours	Average Yearly Contact Hours	Average Class Size	Average Weekly Student Contact Hours	Average Number of Sections Taught	Average Number of Different Courses
Applied Arts	18.7	550	16.8	315	8.0	5.9
Business/Management	18.6	583	27.2	506	5.1	2.0
Computer Science	18.6	576	21.0	391	4.5	2.8
E.A.S.L.	21.2	615	15.7	332	1.0	1.0
Health	20.0	789	11.8	236	2.7	2.2
Languages	19.5	586	19.8	386	4.9	3.1
Mathematics	19.9	572	19.6	395	3.9	3.1
Sciences	19.3	617	27.8	537	7.2	4.1
Secretarial	20.3	617	19.9	404	4.2	3.8
Skilled Trades	21.2	753	15.5	328	3.7	2.4
Social Sciences	18.7	541	30.1	563	6.2	3.1
Technology	19.8	611	12.3	244	4.7	3.8

Source: HRIS-MCU-1985

Table 5A.12

College	Group	Average Total Assigned Hours (Weekly) 1981-82	Average Total Assigned Hours (Weekly) 1983-84	Average Hours Preparation and Evaluation (Weekly) 1981-82	Average Hours Preparation and Evaluation (Weekly) 1983-84	Average Total Workload (Weekly) 1981-82	Average Total Workload (Weekly) 1983-84
Algonquin	PS	22.8	21.3	19.1	18.7	41.8	39.9
	N*	20.7	26.4	19.7	14.7	40.3	41.2
	NPS	22.9	25.7	15.1	11.4	38.0	37.1
	All	22.7	22.1	18.3	17.5	41.0	39.6
Cambrian	PS	21.6	21.2	20.4	20.2	40.3	41.3
	N*	50.0	25.5	7.0	10.8	32.0	36.3
	NPS*	28.9	25.5	14.2	13.3	41.7	38.8
	All	23.7	22.1	19.0	18.5	40.2	40.7
Canadore	PS	22.0	23.4	17.4	17.4	39.6	40.8
	N*	29.5	24.0	5.5	20.2	35.0	44.2
	NPS*	27.5	27.3	3.7	8.0	37.2	35.3
	All	23.2	24.0	15.7	16.3	38.9	40.3
Centennial	PS	23.3	21.8	18.6	18.5	42.3	40.4
	N*	29.2	24.7	14.3	17.0	43.5	41.7
	NPS	25.7	26.2	12.6	15.5	38.2	41.7
	All	24.3	23.3	17.3	17.5	41.6	40.8
Conestoga	PS	22.5	23.1	18.0	17.9	40.5	41.0
	N	23.4	21.4	16.6	18.5	40.1	39.9
	NPS	24.0	24.4	12.6	13.2	36.7	37.6
	All	23.3	23.1	15.4	17.0	38.7	40.1
Confederation	PS	23.5	21.9	17.6	16.7	41.6	38.7
	N*	27.0	21.5	22.0	20.5	49.0	42.0
	NPS*	24.0	25.3	13.0	17.5	34.8	42.8
	All	24.1	22.8	16.7	17.1	40.4	39.8
Durham	PS	22.4	21.9	23.7	18.1	46.1	40.3
	N*	27.0	20.6	27.5	23.0	54.5	43.6
	NPS*	24.3	23.1	12.9	14.2	37.2	37.3
	All	23.1	22.1	21.4	17.6	44.5	39.7
Fanshawe	PS	23.2	22.1	17.2	17.0	40.5	39.1
	N	24.4	29.2	13.4	13.6	37.8	42.7
	NPS	23.7	23.2	11.7	13.2	35.4	36.5
	All	23.5	22.9	15.6	15.7	39.0	38.7
George Brown	PS	23.2	21.5	16.7	15.8	40.0	37.3
	N	20.4	24.6	11.6	10.6	32.0	35.1
	NPS	24.0	24.0	12.8	13.3	36.8	37.2
	All	23.3	22.7	14.3	14.3	37.6	37.0
Georgian	PS	22.9	22.3	19.7	22.4	42.6	44.7
	N*	22.2	25.8	16.4	22.7	38.6	48.5
	NPS	22.2	24.6	13.6	14.3	35.8	38.8
	All	22.6	23.4	17.5	20.7	40.1	44.1
Humber	PS	22.0	23.6	20.4	16.9	41.9	40.6
	N	26.8	25.6	14.3	19.4	42.4	45.0
	NPS	23.0	22.9	15.0	17.0	38.0	39.9
	All	22.3	23.6	18.9	17.1	40.5	40.8
Lambton	PS	20.3	22.1	20.9	19.9	45.2	42.0
	N*	26.2	23.7	9.7	12.0	36.0	35.7
	NPS*	27.8	19.7	10.0	15.0	37.8	34.7
	All	25.8	21.7	15.4	17.9	41.2	39.7

continued...

Table 5A.12 continued

College	Group	Average Total Assigned Hours (Weekly) 1981-82	Average Total Assigned Hours (Weekly) 1983-84	Average Hours Preparation and Evaluation (Weekly) 1981-82	Average Hours Preparation and Evaluation (Weekly) 1983-84	Average Total Workload (Weekly) 1981-82	Average Total Workload (Weekly) 1983-84
Loyalist	PS	23.7	23.2	21.2	21.6	43.3	44.7
	N*	24.7	27.0	22.0	24.6	46.7	51.6
	NPS*	20.0	20.7	26.7	15.7	46.7	36.3
	All	23.3	22.9	22.5	21.1	44.4	44.0
Mohawk	PS	21.6	21.7	21.0	17.3	42.4	39.0
	N	28.7	27.8	13.6	10.5	42.3	38.3
	NPS	25.3	25.1	11.2	13.3	38.1	38.4
	All	23.6	23.4	19.0	15.3	42.7	38.7
Niagara*	PS	21.4	19.7	19.1	20.9	40.5	40.7
	N*	26.5	25.3	12.5	25.0	39.0	50.3
	NPS*	21.0	20.0	10.0	8.0	31.0	28.0
	All	22.5	20.3	17.0	20.9	39.5	41.2
Northern	PS	23.1	22.5	26.5	24.1	46.9	46.6
	N*	21.5	23.0	13.3	21.5	34.8	44.5
	NPS	32.2	23.1	11.2	14.1	43.3	37.2
	All	25.6	22.8	18.5	19.6	44.0	42.4
St. Clair	PS	22.0	21.9	17.6	19.6	39.3	41.4
	N*	24.5	23.5	16.4	20.6	40.9	44.1
	NPS*	26.6	25.0	17.7	13.5	42.5	38.5
	All	23.3	22.3	16.7	19.1	40.1	41.4
St. Lawrence	PS	23.2	21.7	23.2	22.6	46.1	44.3
	N*	27.6	27.0	15.2	15.5	42.8	42.5
	NPS	24.5	19.7	14.6	21.0	39.1	40.7
	All	24.4	22.3	20.7	21.6	44.2	43.9
Sault	PS	23.3	21.4	16.5	16.8	41.8	40.2
	N*	19.0	26.0	16.0	15.0	35.0	40.9
	NPS	24.5	24.1	11.7	13.9	36.2	38.0
	All	23.4	22.2	16.7	17.6	40.2	39.7
Seneca	PS	23.8	21.6	21.3	18.3	44.8	39.9
	N*	22.4	22.8	22.6	15.0	45.0	37.8
	NPS	25.5	25.4	21.0	14.5	46.5	39.9
	All	23.8	22.3	21.1	17.5	44.9	39.8
Sheridan	PS	23.7	20.1	18.6	19.0	41.8	39.9
	N*	21.5	21.0	12.7	15.0	34.2	36.0
	NPS	25.9	22.1	10.2	15.1	36.1	37.2
	All	23.8	21.0	17.0	18.5	40.8	39.5
Sir S. Fleming	PS	23.9	21.6	20.3	19.5	44.1	41.1
	N*	19.7	1.0	23.5	1.0	43.2	1.0
	NPS*	22.8	28.0	17.8	17.0	40.7	45.0
	All	23.4	22.4	20.2	19.2	43.6	41.6

Notes: *Number of Cases less than 5

PS = Postsecondary
N = Nursing
NPS = Non Postsecondary

Source: E.E.R.C. - Faculty Surveys 1981-82 and 1983-84

Table 5A.13

Class Size by Program

	Conestoga	Confederation	Durham	Fanshawe	Humber	Lambton
Postsecondary						
Applied Arts	25.5	23.0	17.7	23.8	20.4	24.5*
Business	22.8	17.4	26.6	24.9	27.5	23.4
Technology	24.8	13.7	21.0	18.0	22.1	25.3
Health	25.5	16.2	30.7	22.3	26.4	22.1**
Apprenticeship/Adult Training						
Apprenticeship	14.3	16.3	7.2	19.9	14.5**	-
AT-English as a Second Language	18.0*	-	-	19.8*	20.0*	10.0*
AT-Skills/Trades	12.9	16.5*	15.5	14.6	18.0	14.0*
AT-Upgrading	16.0*	14.4**	19.7*	14.5**	20.8	22.0*

Notes: *Number of Classes 1 - 5.
**Number of Classes 6 - 10.

Source: HRIS Workload Analysis 1985.

Table 5.A14

Grade-by-Grade Breakdown of Scores (by Number)

Grade Equivalents	1984-85	1983-84	1982-83	1981-82	1980-81
0.0 - 8.9	343	285	350	314	147
9.0 - 9.9	205	150	188	174	147
10.0 - 10.9	433	465	470	366	213
11.0 - 11.9	380	360	389	314	306
12.0 - 12.9	199	238	225	188	174
College (+)	1086	1131	1096	927	984

Grade-by-Grade Breakdown of Scores (by Percentage)

Grade Equivalents	1984-85	1983-84	1982-83	1981-82	1980-81
0.0 - 8.9	13.0	10.8	12.9	13.8	7.5
9.0 - 9.9	7.7	5.7	6.9	7.6	7.2
10.0 - 10.9	16.4	17.7	17.3	16.0	10.8
11.0 - 11.9	14.4	13.7	14.3	13.8	15.6
12.0 - 12.9	7.5	9.1	8.3	8.2	8.9
College (+)	41.0	43.0	40.3	40.6	50.0

Source: Brian Thwaits, Mohawk Reading Clinic, 1984.

APPENDIX VI

Projections in Full-Time Postsecondary Enrolment in the CAATS

by

Saeed Quazi and Noemi Selinger[2]

The purpose of this appendix is to provide a limited attempt at enrolment forecasting for full-time postsecondary enrolment in the CAATs. Based upon the model used by the Ministry of Colleges and Universities in the 'Cost Study', full-time postsecondary funding units accounted for 57.1 per cent of the total unweighted funding units in the system in 1982-83, and this percentage had increased from 53.4 in 1978-79 (Tables A-6, A-10). Graphs 2 and 3 show the trends in full-time non-postsecondary enrolment (declining since 1982-83) and part-time postsecondary and non-postsecondary since 1976-77. Because of the substantial discretionary effect of Federal purchases, we did not feel that we could forecast non-postsecondary enrolment, and we could not obtain sufficient data for forecasting part-time postsecondary enrolment.

In this appendix, we shall present only those tables which demonstrate how our forecasts were prepared and which present the forecasts of total postsecondary enrolment and forecasted enrolment by year of program. Other tables are available in the Higher Education Group.

Some Characteristics of Full-Time Postsecondary Enrolment

The first point to note about full-time postsecondary enrolment is that the students come primarily from Ontario. In 1976-77 the CAATS had 58,267 total students of which 95 percent were from Ontario, 2.7 percent from the test of Canada, and 2.4 percent were from other countries. By 1984-85 total enrolment had increased to 96,442, of which over 96 percent were from Ontario.

Regarding previous activity, about 38 percent of new entrants to full-time postsecondary programs in Fall, 1984, came directly from Grade 12, virtually the same percentage as in 1976. About 11 percent came from Grade 13 (down from 13 percent in 1976), and 27 percent from the labour force, the same as in 1976. Between 1976 and 1984, the percentage of new entrants who had completed Grade 12 increased from 52 to 54, and the percentage with Grade 13 decreased from 17 to 15. The proportion with a university degree or who had attended university fell slightly from 7 to 6, and the proportion with some other previous postsecondary experience increased from 3 to 6.

With respect to length of program, the largest increase was in three-year programs, from 16 thousand in 1976 to 40 thousand in 1984, with enrolment in three-year Health programs alone increasing from just over one thousand to over nine thousand - the least growth in three-year programs was in Applied Arts, from 4,325 to 5,897. Enrolment in two-year programs increased over from 34 thousand to 46 thousand, but declined from 7,580 to 1,350 in Health. Enrolment in one year programs increased only from 8,458 to 10, 247, with all Divisions registering modest increases.

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[2]The authors would like to thank Barbara Newis of the O.C.I.S. section of the Ministry of Colleges and Universities for assistance with respect to the data used in this appendix.

Projection Methodology

Two methods were used to project full-time postsecondary enrolment. Both methods involved first projecting first year enrolment by applying projected age-specific participation rates for new entrants to projections of population by age. The historical relationships between numbers of new entrants and age-specific population, as well as projections of new entrants, are shown in Table 1. We are projecting modest increases in these participation rates for all age groups except 18 year-olds, a group for which the rate has been declining since 1982. The largest age group is 19 year-olds, for whom we project an increase from .0805 to .0880 between 1984 and 1994. The number of new entrants in 1994 would be about one thousand fewer if the rate for this group levelled off. The net effect of the modest increase in participation rates and the decline of relevant age population is a decrease of just over four thousand in the annual number of new entrants between 1984 and 1994, close to a 9 percent reduction.

The next step, common to both methods, is to relate the number of new entrants to the total of full-time first year enrolment in all postsecondary programs. The ratio of the former to the latter has been declining, from about 96 percent to 90 percent, and we project it to fall to 88 percent (Table 2). Ideally, a projection should involve an analysis of the factors contributing to the relationship between numbers of new entants and first year enrolment, something we did not have the time or data to explore. The new entrant figures in Table 2 refer to the total new entrants, not just those entering first year, because we were unable to obtain a sufficient time series for the latter. However, between 1980 and 1984, new entrants to first year of programs have consistently comprised about 96 percent of total new entrants, so this simplification should not be problematic. Among the reasons why first year enrolment exceeds the number of new entrants are likely the following: persons who enter first year in the Spring and are still in first year the Next Fall are not then counted as new entrants; some students may repeat first year; and some students may be counted as new entrants when they enter preparatory programs prior to admission to a postsecondary program.

Next, we assumed that first year enrolment would remain distributed among one, two, and three year programs in the same ratio as in 1984: one year, .1912; two year, .4920; and three year, .3168. The projections of first year enrolment by length of program are shown in Table 3.

Using the first projection method, we then projected second year enrolment in two year programs (Table 4), and second and third year enrolment in three year programs. The assumed transition rates are shown in these tables. These rates are hazardous to project because of their historical variation.

Totalling the second column of Table 4 and the last columns of Tables 5 and 6 yields the total enrolment projections for the first method, 91,313 for 1984, a reduction of 5.3 percent from 1976.

In the second method, relationships between total enrolment (over programs of all lengths) in first, second, and third year are estimated and projected. The coefficients shown in Table 7 reflect aggregation over all programs, and thus have less meaning in and of themselves than those in Tables 5 or 6. This method provides a check on the first method, and gives a similar projection for 1994, of 90, 798, or a reduction of 5.8 percent. These projections, shown graphically in Graph 1, are relatively optimistic in relation to comments of numerous education officials reported by the

Press recently. Based upon an analysis of trends in secondary school graduations, some officials have predicted that postsecondary enrolment will decline by up to 15 percent over just the next seven years (Toronto Star March 3, 1985, p.A17.)

We did not use a projection method involving tracking the flow from secondary school because, as noted earlier, less than half of new entrants to the colleges came directly from grade 12 or grade 13. Also, it is difficult to assess just yet the impact of the reorganization of the secondary school programms on the flow of students to the colleges.

Our projections of enrolment decline likely understate the probable decline because the population projections which we have used are, in our view, on the high side. As we did not have time to do our own population projections, we used Statistics Canada projections. Statistics Canada provides a range of forecasts for Ontario and the other provinces based on various assumptions regarding interprovincial migration. We chose to use the estimate which assumed an interprovincial migration favourable to Ontario. An alternative estimate, midway between the one we used and the one which assumes migration unfavourable to Ontario, would result in about a 10 per cent reduction in projected enrolment.

This foray into enrolment projection is intended not to provide definitive conclusions, but to suggest that significant enrolment decline is likely, the only question being just how much enrolment will decline by. It is hoped that this exercise will stimulate the appropriate parties to give more attention to enrolment forecasting.

Table 1

Full-time Postsecondary New Entrants by Age, Historic and Projected

Year	Age Group - 15-17			Age Group - 18		
	CAATs New Entrants	Population of Ontario	Participation Rate*	CAATs New Entrants	Population of Ontario	Participation Rate*
Actual						
1976	2802	494,145	56.7	9433	157,665	598.0
1977	2934	497,000	59.0	10164	159,600	636.0
1978	3073	499,500	61.5	10611	163,100	663.0
1979	3387	496,400	68.2	12090	167,300	723.0
1980	3539	495,500	71.4	13016	163,600	796.0
1981	3422	478,980	71.4	13328	167,145	797.0
1982	3704	450,700	82.2	14718	167,000	881.0
1983	3070	423,400	72.5	13651	162,600	839.0
1984	2641	409,000	64.7	11741	151,500	775.0
Projected						
1985	2646	409,000	64.7	10881	140,400	775.0
1986	2655	414,900	64.0	10530	136,700	770.0
1987	2641	412,700	64.0	10511	136,500	770.0
1988	2718	402,700	67.5	10857	141,000	770.0
1989	2614	387,200	67.5	10934	142,000	770.0
1990	2590	383,700	67.5	10310	133,900	770.0
1991	2573	381,200	67.5	10049	130,500	770.0
1992	2572	381,000	67.5	9733	126,400	770.0
1993	2538	376,000	67.5	10025	130,200	770.0
1994	2524	374,000	67.5	9848	127,900	770.0

*Participation Rate per 10,000.

Source: *Population Projections for Canada, Provinces and Territories, 1984-2006 (Occassional Catalogue no.91-520,1985, Populations Section,Demography Division)- Estimate 1.*

continued....

Table 1, continued

Full-time Postsecondary New Entrants by Age, Historic and Projected

Year	Age Group - 21-24 CAATs New Entrants	Population of Ontario	Participation Rate*	Age Group - 25-29 CAATs New Entrants	Population of Ontario	Participation Rate*
Actual						
1976	4976	590,115	84.3	1594	715,800	22.3
1977	5139	603,200	85.2	1594	711,500	22.4
1978	5170	613,400	84.3	1662	715,600	23.2
1979	5627	618,100	91.2	1896	721,100	26.3
1980	5783	619,500	93.5	1967	732,300	26.9
1981	6301	624,760	100.9	2274	734,800	30.9
1982	6961	638,600	109.3	2271	748,600	30.3
1983	8034	651,900	123.2	2533	763,300	33.2
1984	8388	670,400	125.1	2774	780,100	35.0
Projected						
1985	8597	682,300	126.0	2877	799,100	36.0
1986	8689	684,100	127.0	3051	824,600	37.0
1987	8635	674,600	128.0	3201	842,200	38.0
1988	8355	647,700	129.0	3358	860,900	39.0
1989	8009	616,100	130.0	3503	875,800	40.0
1990	7644	588,000	130.0	3607	879,800	41.0
1991	7480	575,400	130.0	3638	866,100	42.0
1992	7480	575,400	130.0	3535	841,700	42.0
1993	7426	571,200	130.0	3395	808,400	42.0
1994	7331	563,900	130.0	3253	774,500	42.0

*Participation Rate per 10,000.

Source: *Population Projections for Canada,*

continued ....

Table 1. continued

Full-time Postsecondary New Entrants by Age.
Historic and Projected

Year	Age Group - >30 CAATs New Entrants	Population of Ontario	Participation Rate*	Total New Entrants
Actual				
1976	1417	3,922,500	4.0	32718
1977	1489	4,028,200	4.0	34567
1978	1410	4,129,500	3.0	36597
1979	1672	4,221,800	4.0	40099
1980	1955	4,313,000	5.0	42444
1981	2174	4,405,100	5.0	43931
1982	2245	4,504,100	5.0	48393
1983	2656	4,608,400	6.0	49645
1984	2751	4,717,200	6.0	48382
Projected				
1985	2898	4,830,700	6.0	47218
1986	2966	4,942,600	6.0	46261
1987	3541	5,058,700	7.0	46536
1988	3623	5,175,300	7.0	46717
1989	3705	5,292,900	7.0	46932
1990	3790	5,414,100	7.0	46388
1991	3877	5,537,900	7.0	45671
1992	3961	5,658,300	7.0	44670
1993	4047	5,781,200	7.0	44301
1994	4131	5,902,000	7.0	44100

*Participation Rate per 10,000.

Source: *Population Projections for Canada,*

Table 2

Projection of Full-Time Postsecondary First-Year Enrolment

	New Entrants	Year One	New Entrants as % of Year One
Actual			
1976	32718	33992	96.25
1977	34567	35950	96.15
1978	36597	37905	96.55
1979	40099	41728	96.10
1980	42444	44737	94.87
1981	43931	46616	94.24
1982	48393	51636	93.72
1983	49645	53625	92.58
1984	48382	53600	90.26
Projected			
1985	47218	52407	90.10
1986	46261	51572	89.70
1987	46536	52227	89.10
1988	46717	52669	88.70
1989	46932	53028	88.50
1990	46388	52507	88.35
1991	45671	51790	88.18
1992	44870	50714	88.08
1993	44301	50343	88.00
1994	44100	50115	88.00

Source: OCIS Report ST 17.

Table 4

Projection of Full-Time Postsecondary Enrolment in Two-Year Programs

	Year One	Retention Factor	Year Two	Total
Actual				
1976	18848		14785	33633
		.789		
1977	19642		14869	34511
		.775		
1978	20479		15226	35705
		.779		
1979	21827		15947	37774
		.788		
1980	22945		17199	40144
		.761		
1981	22289		17473	39762
		.836		
1982	23991		18627	42618
		.808		
1983	25751		19384	45135
		.767		
1984	26372		19759	46131
		.770		
Projected				
1985	25784		20306	46090
		.770		
1986	25373		19854	45227
		.780		
1987	25696		19791	45487
		.780		
1988	25913		20043	46956
		.780		
1989	26090		20212	46302
		.780		
1990	25833		20350	46183
		.780		
1991	25481		20150	45631
		.780		
1992	24951		19875	44826
		.780		
1993	24769		19462	44231
		.780		
1994	24657		19072	43729

Source: OCIS Report S616

Table 5

Projection of Full-Time Postsecondary Enrolment
in Three-Year Programs

	Year One	Retention Factor	Year Two	Retention Factor	Year Three	Total
Actual						
1976	6686		5256		4234	16176
		.787		.859		
1977	7527		5263		4514	17304
		.699		.681		
1978	7979		5900		4637	18516
		.846		.887		
1979	9636		6747		5231	21614
		.882		.795		
1980	11608		8503		5362	25473
		.849		.752		
1981	13931		9861		6392	30184
		.853		.731		
1982	16396		11888		7211	35495
		.805		.791		
1983	17169		13205		9402	39776
		.747		.773		
1984	16980		12830		10202	40012
		.770		.773		
Projected						
1985	16603		13075		9918	39596
		.780		.773		
1986	16338		12950		10107	39395
		.780		.773		
1987	16546		12744		10010	39300
		.780		.773		
1988	16686		12906		9851	39443
		.780		.773		
1989	16799		13015		9976	39790
		.780		.773		
1990	16634		13103		10061	39798
		.780		.773		
1991	16407		12975		10129	39511
		.780		.773		
1992	16066		12797		10030	38893
		.780		.773		
1993	15949		12531		9892	38372
		.780		.773		
1994	15876		12440		9686	38002

Source OCIS Report S616

Table 6

Projection of Full-Time Postsecondary Enrolment
(Method 1)

	Year One	Year Two	Year Three	Total Enrolment
Projected				
1985	10020	46090	39596	95706
1986	9861	45227	39395	94483
1987	9986	45487	39300	94773
1988	10070	45956	39443	95469
1989	10139	46302	39790	96231
1990	10039	46183	39798	96020
1991	9902	45631	39511	95044
1992	9697	44826	38893	93416
1993	9626	44231	38372	92229
1994	9582	43729	38002	91313

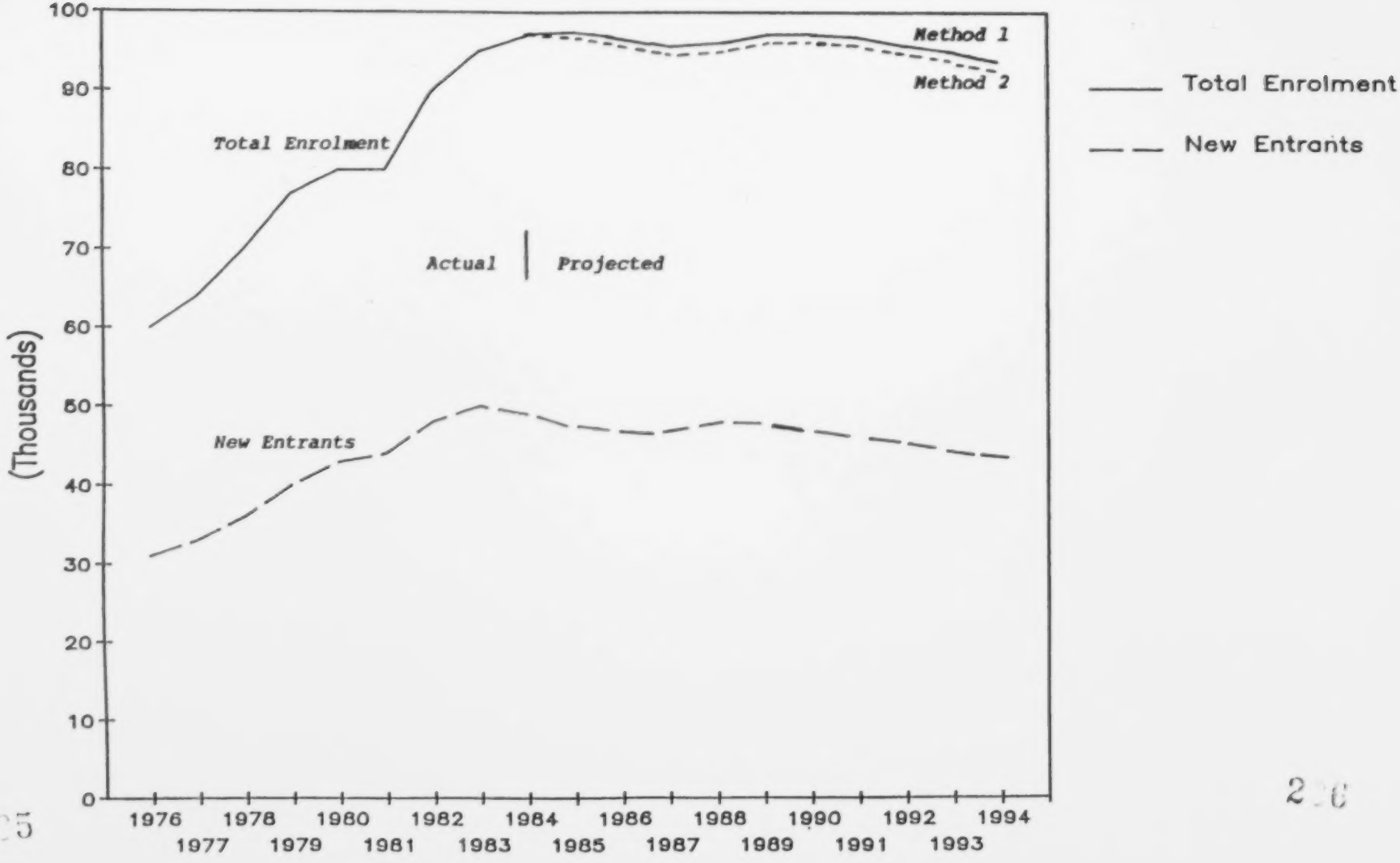
Table 7

Projection of Full-Time Postsecondary Enrolment
(Method 2)

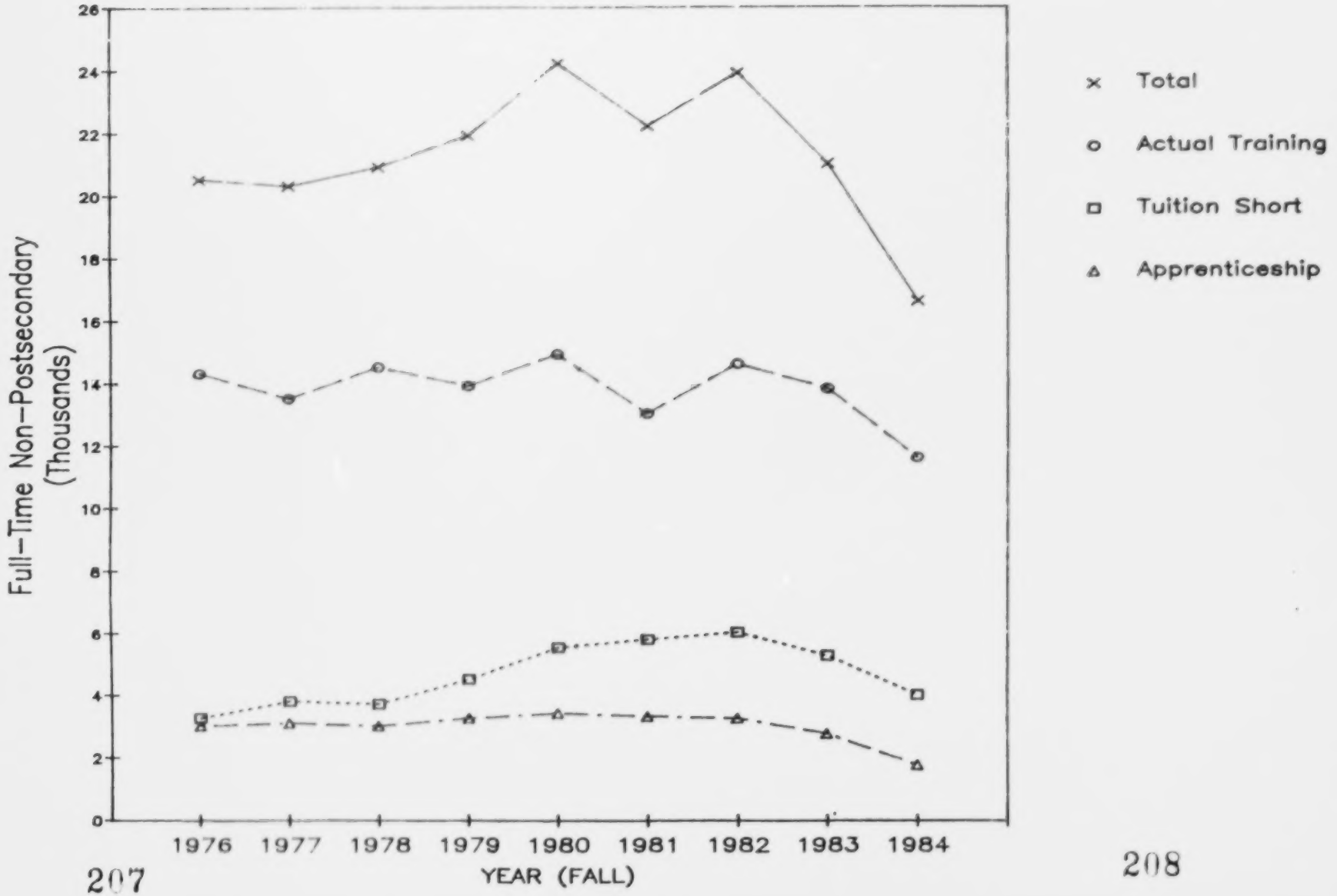
	Year One	Retention Factor	Year Two	Retention Factor	Year Three	Total
Actual						
1976	33992		20041		4234	58267
		.5923				
1977	35950		20134		4515	60599
		.5877		.2299		
1978	37905		21127		4629	63661
		.5982		.2508		
1979	41728		22675		5298	69701
		.6141		.2393		
1980	44737		25626		5425	75788
		.6099		.2532		
1981	46616		27284		6488	80388
		.6453		.2624		
1982	51636		30081		7160	88877
		6267		.3053		
1983	53625		32359		9184	95168
		.6077		.3153		
1984	53600		32588		10202	96390
		.6075		.3155		
Projected						
1985	52407		32562		10281	95250
		.6070		.3200		
1986	51572		31811		10420	93803
		.6065		.3300		
1987	52227		31278		10497	94002
		.6065		.3300		
1988	52669		31675		10321	94665
		.6065		.3300		
1989	53028		31944		10453	95425
		.6065		.3300		
1990	52507		32161		10542	95210
		.6065		3300		
1991	51790		31845		10613	94248
		.6065		.3300		
1992	50714		31410		10508	92632
		.6065		.3300		
1993	50343		30758		10365	91466
		.6065		.3300		
1994	50115		30533		10150	90798

Source: OCIS Report ST 17

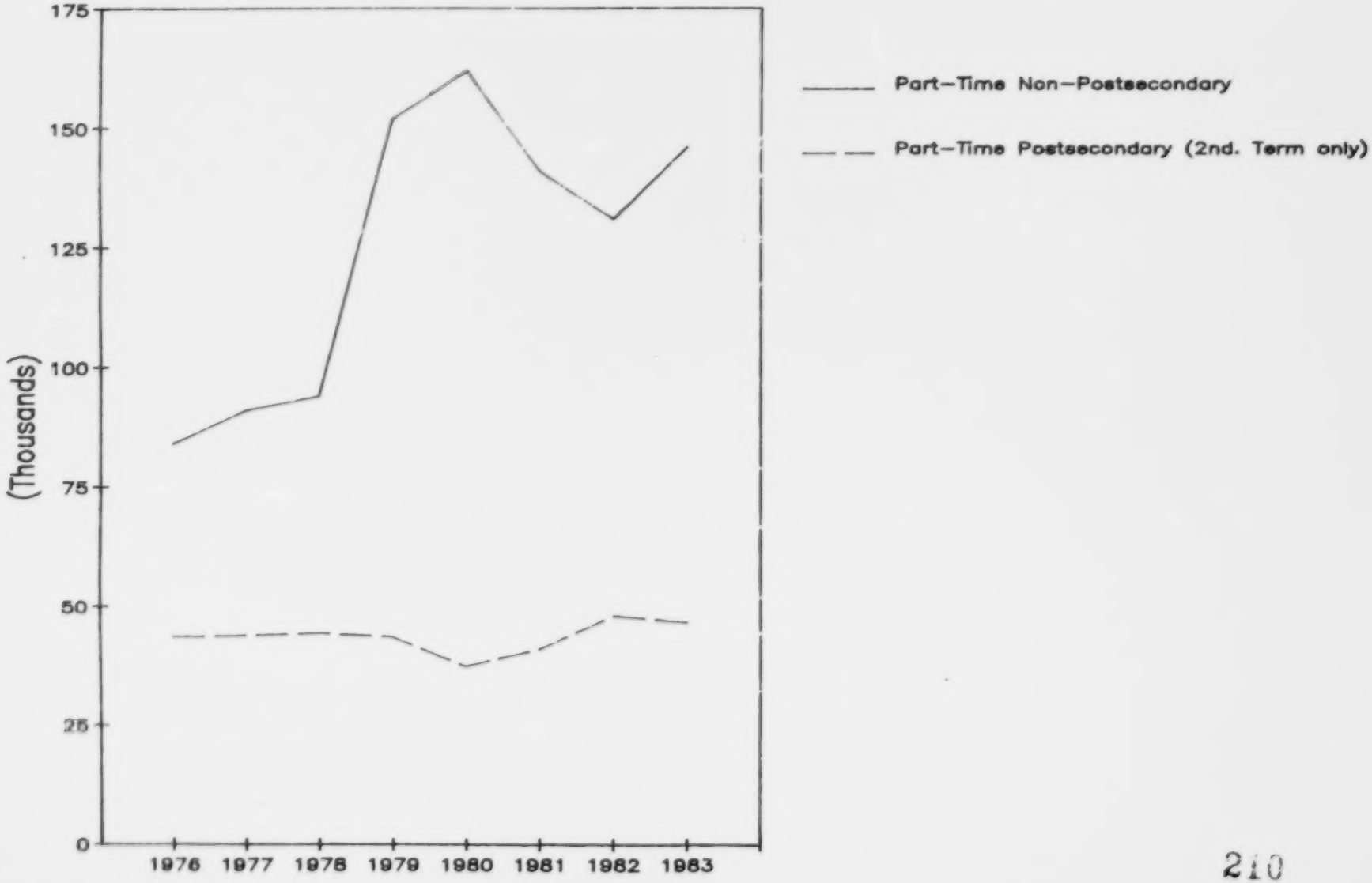
GRAPH 1: Historic & Projected Full-Time Postsecondary Enrolment and New Entrants 1976-1994



GRAPH 2: Non-Postsecondary Full-Time Enrolment 1976-84



GRAPH 3: Part–Time Enrolment – Non–Postsecondary
1976–83



APPENDIX VII

CANADIAN COLLECTIVE AGREEMENTS AND WORKLOAD SUMMARIES EXAMINED

ALBERTA PUBLIC COLLEGES:

FAIRVIEW
GRANDE PRAIRIE

GRAND MacEWAN
KEYANO
LAKELAND

LETHBRIDGE
MEDICINE HAT
MOUNT ROYAL
NORTHERN ALBERTA INSTITUTE OF TECHNOLOGY
OLDS
RED DEER
SOUTHERN ALBERTA INSTITUTE OF TECHNOLOGY
WESTERRA

BRITISH COLUMBIA COLLEGES:

CAMOSUN
CAPILANO
CARIBOO
DOUGLAS
EAST KOOTENAY
FRASER VALLEY
MALASPINA
NEW CALEDONIA
NORTHWEST
OKANAGAN
SELKIRK

QUEBEC:

- COLLEGES OF GENERAL AND PROFESSIONAL EDUCATION(CEGEP.)

APPENDIX VIII

COLLECTIVE AGREEMENTS FROM THE UNITED STATES

ALASKA	ALASKA COMMUNITY COLLEGES 1979-81
CALIFORNIA	LOS ANGELES COMMUNITY COLLEGE DISTRICT 1980-83
CONNETICUT	CONNETICUT STATE TECHNICAL COLLEGES 1982-85
	CONGRESS OF CONNETICUT COMMUNITY COLLEGES 1982-84
ILLINOIS	ILLINOIS CENTRAL COLLEGE
	CITY COLLEGES OF CHICAGO 1982-84
MICHIGAN	MACOMB COUNTY COMMUNITY COLLEGE 1983-85
	WAYNE COUNTY COMMUNITY COLLEGE 1984-87
NEW YORK	CITY UNIVERSITY OF NEW YORK 1982-84
OHIO	KENT STATE UNIVERSITY

APPENDIX IX

SCHEDULE OF VISITS AND MEETINGS WITH ORGANIZATIONS

COLLEGES

ALGONQUIN	APRIL 19, MAY 31
CAMBRIAN	APRIL 22
CANADORE	APRIL 23
CENTENNIAL	MAY 15
CONTESTOGA	MAY 6
CONFEDERATION	MAY 8
DURHAM	APRIL 19, MAY 2
FANSHAWE	APRIL 25
GEORGE BROWN	MAY 9
GEORGIAN	MAY 13
HUMBER	APRIL 24
LAMBTON	MAY 2
LOYALIST	MAY 3
MOHAWK	APRIL 20
NIAGARA	APRIL 20
NORTHERN	APRIL 26
ST CLAIR	APRIL 19
ST LAWRENCE	MAY 16
SAULT	APRIL 24
SENECA	APRIL 22
SHERIDAN	MAY 14
SIR SANDFORD FLEMING	MAY 9,10

OTHERS

COMMITTEE OF PRESIDENTS	APRIL 1, MAY 31
COUNCIL OF REGENTS, STAFFING COMMITTEE	APRIL 2
ONTARIO COMMUNITY COLLEGE STUDENT PRESIDENTS ASSOCIATION	APRIL 13
ONTARIO FEDERATION OF STUDENTS	APRIL 16

APPENDIX X

BRIEFS FROM ORGANIZATIONS

Committee of Presidents of the Colleges of Applied Arts and Technology
Ontario Federation of Students
Owen Sound Campus Faculty Association (Georgian College)
Teachers of English as a Second Language
St. Clair Nursing Faculty
Georgian Brown Nursing Faculty

NOTE: In addition to these formal briefs, the Committee received 29 letters from individuals and groups of individuals, including administrators, faculty, students, and parents.

APPENDIX XI

6.2 Instructors

6.2.1 Duties and Responsibilities

The following functions are included in the duties and responsibilities of instructors:

6.2.1.1 To teach within their areas of competency, the subject matter and/or skills required in College programs.

6.2.1.2 To be available to students for consultation and/or discussion outside of classroom hours.

6.2.1.3 To undertake scheduled instructional assignments, course and program preparation, student tutorials, marking, assessing, and advising.

6.2.1.4 To make such evaluation and/or appraisals of students as may be required, using only such criteria as are relevant to the course objectives, and to keep any records required for this purpose.

6.2.1.5 To maintain professional competence and qualifications in appropriate fields of study, and to keep up to date with developments in these fields.

6.2.1.6 To recommend library and other acquisitions and/or where appropriate, to ensure the maintenance of inventory, equipment, or laboratory facilities at an appropriate standard.

6.2.1.7 To fulfill individual and/or collective responsibilities in furthering the aims and objectives of the College.

6.2.1.8 To undertake assignments during day and/or evening classes in Lynnmour and non-Lynnmour locations as part of the regular teaching load.

6.2.1.9 Other functions and responsibilities ancillary to the above as assigned.

6.2.2 Workload

6.2.2.1 Number of Students

6.2.2.1.1 Except as herein provided, Instructors shall have no more than a maximum average of thirty-three (33) students per instructional section, averaged over all sections assigned to the instructor, at any time.

6.2.2.1.2 The parties agree that every effort will be made to eliminate overload arrangements which require an Instructor to have more than the maximum average number of students provided herein. Where an overload arrangement is necessary, the arrangements must be agreeable to the Instructor, the Coordinator and the Dean. The College will not be liable for any overload payments to Instructors unless the overload occurs at the initiative of the Dean or with the Dean's approval. An Instructor may not admit overload students without the prior approval of the Dean.

6.2.2.1.3 Where overload arrangements are made pursuant to this Article, Instructors with less than a normal section duty load will be compensated as set out in (6.2.2.1.3.1) below up to a normal duty load after which any excess must be banked as per 6.11 and 6.12; Instructors with a normal section duty load will be compensated as set out in (6.2.2.1.3.2) below. In both cases, the overload compensation will be calculated on the basis of a monthly audit of the number of students which the Instructor had during that month.

6.2.2.1.3.1 For each month of the overload, the stipend is computed as follows:

$$\text{Stipend} = \frac{\text{Salary per section per term}}{4} \times \left(\frac{4}{3} \times \frac{2N}{33}\right)$$

where N is the number of students over the allowed maximum. The accumulated stipend will be paid at the end of the academic term.

6.2.2.1.3.2 For each month of the overload, the section equivalency is computed as follows:

$$\text{Section equivalency} = \frac{1}{4} \times \left(\frac{4}{3} \times \frac{2N}{33}\right)$$

where N is the number of students over the allowed maximum. The accumulated section equivalency is banked or paid per 6.11 and 6.12 at the end of the academic term.

6.2.2.2 <u>Instructional Contact Hours</u>

Except where otherwise specifically provided in this Agreement, an Instructor's scheduled student-contact hours shall not exceed sixteen (16) hours per week when averaged over any two (2) terms in an academic year. In addition, the Instructor shall be responsible for an appropriate number of scheduled office hours and for the performance of his/her other duties and responsibilities as assigned.

6.2.2.7 Independent Study and Exceptional Sections

6.2.2.7.1 In cases of independent study or exceptional sections, a special salary formula pertains.

6.2.2.7.2 Exceptional sections are additional sections offered by the College to enable a small number of students to complete courses necessary to their program. These sections shall not enrol more than six (6) students per section. Such sections and their manner of delivery may be arranged with the agreement of the Dean, Coordinator and employee involved.

6.2.2.7.3 An independent study course is a special course tailored to permit an individual student to pursue specific in-depth studies under the supervision and instruction of an Instructor. Such courses and their manner of delivery may be arranged with agreement of the Dean, Coordinator and employee involved. Instructors shall not supervise more than one (1) Independent Study course per term.

6.2.2.7.4 The amount of compensation for these sections will be computed by either of the following formulas, depending upon whether compensation is paid or section equivalent banked;

Stipend in dollars = $\frac{S}{5} \div \left[\frac{4S}{5} \times \frac{X}{22}\right]$

or

Section equivalent = $0.2 + 0.8\frac{X}{22}$

where

S = salary rate in accordance with the appropriate step for the Instructor

X = number of students in section

6.2.2.8 Four Credit Courses

Where it is necessary, for the purpose of articulation arrangement, for the College to assign four (4) credits to a course which would otherwise only be assigned three (3) credits, the course shall continue to be recognized only as a three (3) credit course for purpose of the application and administration of this Agreement.

ERIC CLEARINGHOUSE
FOR JUNIOR COLLEGES
JAN 3 1986